2018 Dayton Community-Police Relations Status Report

DAYTON
COMMUNITY POLICE COUNCIL
SPEAK. BE HEARD. BE CONSIDERED.

2018 Community-Police Relations Status Report

By

Richard Stock

Steven Kniffley

Jared Grandy

Community-Police Council

Excerpts from Dayton Community Perception Survey

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Dr. Richard Stock, Ph.D

Director, Business Research Group

Dr. Richard Stock is the director of the Business Research Group (BRG) at the University of Dayton, (since 2001). He has been at the University of Dayton since receiving his Ph.D. in Economics from the University of Colorado, Boulder in 1986. Dr. Stock's academic training was in urban economics. He has 29 years of experience in economic analysis, program evaluation and market research. He forecasts the regional economy periodically as part of that work. BRG provides economic analysis, program evaluation and focus group services as part of the School of Business Administration at UD. In the program evaluation area, Dr. Stock has conducted several program evaluations over the last 12 years in the greater Dayton area in education, health and housing.

Dr. Steven Kniffley, PsyD MPA ABPP
Associate Director for the Behavioral Health Center Spalding University

Dr. Kniffley Jr., PsyD MPA ABPP is the Associate Director for the Center for Behavioral Health and an Assistant Professor in Spalding University's School of Professional Psychology. He currently teaches Multicultural Psychology and Intro to Psychotherapy. Dr. Kniffley is also a Board Certified Clinical Psychologist. Dr. Kniffley's area of expertise is research and clinical work with Black males. Specifically, his work focuses on understanding and developing culturally appropriate interventions for Black male psychopathology as well as barriers to academic success for this population. Dr. Kniffley has written numerous books, book chapters, and articles on Black male mental health, Black males and the criminal justice system, and academic achievement.

Jared Grandy
Community-Police Relations Coordinator

Jared Grandy serves as the Community-Police Relations Coordinator and Program Manager for the Community Initiative to Reduce Gun Violence for the City of Dayton Human Relations Council.

Community Police Council

- Amaha Sellassie
- Richard Biehl
- Branford Brown
- Matt Carper
- Chris Shaw
- Moses Mbeseha
- Shelly Dickstein
- Dion Sampson
- Mark Ecton
- Erica Fields
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- Serida Lowery
- Shannon Isom
- Bryan Stewart
- Scott Sliver
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The Community Police Council Data Committee

Col. Mark Ecton, *DPD*

Robert Rike, *DPD PSB*

Srgt. Richard Taylor, *DPD PSB*

Rev. Dr. Sherry Gale, *Grace United Methodist*

Serida Lowery, *Montgomery County Probation and Parole*

Amaha Sellessie, *Sinclair Community College*

Tara Shafner, *DPD*

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Shannon Isom *, CEO YWCA*

Com. Christopher Shaw, *City of Dayton Commission Office*

Dr. Richard Stock, *University of Dayton*

Jared Grandy, *City of Dayton Human Relations Council*

Introduction

The 2017 Community Police relations status report is a collection of data from 3 sources:

1. Dayton Police Department incident data and complaint data as it relates to the "Use of Force" analyzed by Dr. Richard Stock and the CPC Data Committee.
2. Qualitative data form six focus groups representing historically underserved populations collected and analyzed by Dr. Steven Kniffley
3. Dayton Citizens Perception Survey results as they relate to Dayton Police Officers

The City of Dayton Human Relations Council (HRC) exist to promote and ensure a culture of fair treatment and equal access to opportunities for all who live, work, play and gather in the City of Dayton. The Dayton Community Police Council (CPC) is committed to expanding mutual responsibility for public safety through the development of accountability, respect and trust among and between residents and the police. The Dayton HRC commissions this report at the behest the Dayton CPC in an effort to further the mission of both entities. The purpose of this report is to inform City of Dayton residents about the quality of service provided by the Dayton Police Department regarding the issues that guide the national conversation about community-police relations. The CPC and data sub-committee intends for this report to be as reflective of all Dayton residents and has utilized every resource available to it to help ensure that everyone is represented. However, this report acknowledges that it is not possible for every single voice to be accounted for and therefore this report is limited in that regard. Nonetheless, this report provides valuable feedback and hopes to guide the CPC, HRC and Dayton Police Department moving forward as each entity works to make the City of Dayton exemplary as a city of inclusion and fair treatment.

Summary of the Findings

I. Internal Investigation and Complaint Data Regarding "Use of Force"

Finding 1: According to the Data the "Use of Force" Is Incredibly Rare

- 849 incidents of Use of Force were used between 2014-2017
- 407 of the cases were in arrest situations, 38,551 arrest were made in the recorded period
- 61 cases were associated with traffic citations, 113,417 traffic citations were issued during the recorded period

Finding 2: African Americans Are Slightly More Likely To Be Involved In "Use of Force" Cases Where the Situation Is Arrest (1.07 = 62%/58%)

Finding 3: African Americans Are Substantially More Likely To Be Involved Relative to Their Share of Arrests/ Citations When the Situation Is Traffic Stops (1.41 = 82%/58%)

Finding 4: According to the Data, Dayton Police Officers Have Almost Never Used Excessive Force in the Recorded Period

- Of the 847 Use of Force cases over the 4 year period, officers were exonerated in 841 investigations. Two cases each over the 4 year period were ruled as Not Sustained, Partially Sustained and Sustained.

II. Qualitative Evaluation of Focus Groups

Finding 1: Participants Mostly Have a Neutral Perception of Dayton Police Officers

- Survey participants expressed more negative feelings toward law enforcement in surrounding jurisdictions and law enforcement in general, expressing that Dayton police officers are alright in comparison.

Finding 2: Participants Have a Lack of Knowledge and Limited Confidence in the Compliant Process

Finding 3: Participants highlighted four barriers to building relationships with law enforcement:

1. Poor Communication
2. Lack of Connection to the Community
3. Lack of Targeted Programmatic Efforts to Build Relationship
4. The Impact on Media on Community Perception regarding Community-Police Relations

Finding 4: Dayton Residents Perceive Three Common Themes Regarding Officer Training:

1. the diversity training received by the officers is not enough
2. the diversity training received by the officers were being underutilized in actual policing
3. Dayton Police Officers are not receiving the right kind of training

Finding 5: Participants Feel Either Feel Neglected or Over Policed

Finding 6: Presidents of Color Perceive Differential Treatment by Law Enforcement Based Upon Race

III. 2018 Dayton Survey

Finding 1: 37% of Participants Agree or Strongly Agree with the Assertion that "Dayton Police Enforce Laws Consistently Regardless of Race or Ethnicity"

- o   White Residents: 46% Agree, 12% Disagree
- o   African-American Residents: 26% Agree, 26% Disagree

Finding 2: 94% of Participants Have a Great Deal or Some Respect for Dayton Police

- o   62% Great Deal, 32% Some, 5% Hardly Any

Finding 3: 18% of Participants Said Police are Often Visible in Their Neighborhoods and Attend Community Events, and 35% said They Sometimes Do

Finding 4: 50% of Participants Agreed with the Statement "The Police Presence in my Neighborhood is Appropriate for the Need."

- o 22% disagreed overall
- o All across the City, more residents agree than disagree that the police presence is appropriate to the need. But disagreement is strongest in these areas of the City: Northwest (29%), Southwest (26%), FROC (26%), and Innerwest (25%).

Dayton HRC Assessment of the Finding

There are some findings that are consistent across all-three reports. Dayton residents generally have neutral feelings in regard to Dayton Police officers, however there are some differences between Caucasian and African-American residents in regard to how they perceive law enforcement. For example, African-American focus group participants perceived differential treatment by law enforcement based upon their race. Also, the Dayton Survey results illustrate that only 26% of African Americans agreed with the assertion that "Dayton Police Enforce Laws Consistently regardless of Race or Ethnicity", as compared to 46% of Caucasian residents. Furthermore, just as many African-Americans (26%) disagreed with that assertion as they did agree. By contrast, far fewer Caucasians (12%) disagreed with that assertion. Moreover, internal investigation and complaint data show that African-Americans are slightly more likely to be involved in an incident that requires the "Use of Force." However, the race of the citizen involved has no bearing on the outcome of the investigation.

The qualitative study finds that Dayton residents are not very aware of the complaint process, which indicates that the complaint data available to the Dayton Police Department may or may not be very reflective of the interactions occurring on the streets. However the CPC has expressed full confidence in the Dayton Police Department's ability to investigate the complaints and self-reported incidents of "use of force." As result of community feedback, the Dayton HRC and the CPC have initiated the website www.Daytoncpr.org where residents can file a complaint directly from their computer or smartphone.

The qualitative study also finds that people of color either feel neglected by law enforcement or over-policed. This is consistent with Dayton Survey results that indicate that residents in predominately black neighborhoods (Northwest, Southwest, FROC, and Innerwest) are more likely to disagree with the assertion "The Police Presence in my Neighborhood is Appropriate for the Need."   The difference in perception of law enforcement between white residents and black residents is not at all unique to Dayton residents. The relationship between law enforcement and people of color is deep rooted. Many cities and communities have implemented programs designed at improving these relationships, but many barriers continue to stand in the way of progress.

Dr. Kniffley's portion of this report speaks to some of the obstacles associated with building positive community police relations, pointing out that the nature of most relationship building programs fail to implement a collaborative approach. Contrarily, community members expect law enforcement to solve their problems, and/or law enforcement attempts to elicit sympathy from the community members by informing them about, roles, responsibilities and challenges related to policing. Programming that occurs in this manner creates a dynamic where the act of listening is one-sided and geared towards the community members. Research finds that effective programing helps officers learn to leverage community members as assets they can collaborate with to solve public safety issues.

The Dayton Human Relations Council recognizes that even if its programing, including the CPC, adopts the reported recommendations and is operating at its fullest potential, success is still limited by the overall condition and wellbeing of the City's residents. As long as there is a significant difference in the standard of living and a perceived difference of treatment based upon what race you are or what neighborhood you live in, residents will continue to report dissatisfaction or ambiguous feelings at best toward law enforcement. The City of Dayton is positioned to make significant improvements and lead the way with regard to building positive community-police relations. This report suggest that the HRC, DPD, and the city of Dayton does not have to overcome a completely negative perception of law enforcement as many cities do. However, there is work to be done to transform ambiguity to positive working relationships between community members and law enforcement.

Analysis of Use of Force IAPRO Data for the Community Police Council

Richard Stock, PhD.

Director, Business Research Group

University of Dayton

I. Introduction and Executive Summary

One source of data on Dayton Police Department interaction with citizens is contained in administrative records gathered by the Professional Standards Bureau.[1] These records contain information on discipline investigations. These administrative investigations are initiated either internally or by a citizen's complaint. The records are contained in a database associated with IAPRO. IAPRO is a full service software designed to facilitate case management for internal affairs/professional standards departments. Blue Team is a web enabled application designed to work with IAPRO that permits supervisors out in the field to initiate an investigation by entering information on citizen complaints and internal situations such as, uses-of-force, vehicle accidents and pursuits, and firearm discharges. Investigations into these incidents are required as a matter of policy.

In this report the focus is on an analysis of the situations in which a Use of Force report and subsequent investigation is done for the 4 year period from January, 2014 to December, 2017. The goal is to provide the first in a set of routine reports the Dayton Police Department would provide to the community on an ongoing basis in order to be transparent with the community about the situations in which Use of Force occurs and the results of Use of Force investigations.

Source of the data: Officers are required to report any situation in which force has been used. All of the 849 incidents recorded from 2014 to 2017 are initiated due to internal police procedures that investigations **must be conducted** for situations involving *Use of Force*. It should be noted that 407 of the cases were in an arrest situation, (out of the 38,551 arrests made for felonies and major misdemeanors over the period). Another 61 cases were associated with traffic citations, (out of the 113,417 traffic citations issued over that 4 year period).

Field Investigation: As noted, an investigation is always initiated for a Use of Force. It is important to emphasize that the initial field level investigation is extensively documented. Written statements are taken from citizens, officers, witnesses; reports are required; all available video and audio is collected, ((in-car MVR/cellphone, surveillance/dispatch), photographs are taken and all available reports, (MIS, CAD, DIBRS, Citations, medical, booking, FIC, etc.), are collected. Any element of the written report that is viewed as incomplete as it proceeds up the chain of command may result in the report being sent back down for further clarification.

Situations and Rationales for Use of Force: The situation in which Use of Force was most likely to occur is an arrest, (Table 1). Almost half, (47.5%), of Use of Force investigations are associated with arrests. Just under a fifth, (17.5%), are linked to situations where officers have been dispatched. In addition, Traffic stops, (7.2%), Disturbances/Fights, (7.4%), Field Interviews, (6.7%), and Domestic Disputes, (5.3%), are all situations associated with a small but significant percent of Use of Force investigations. *Non-compliance*, (35.6%), *Fleeing*, (34.9%), and *Combative*, (25.9%), are the three primary reasons given for the Use of Force. *Non-compliance* refers to a situation where someone refuses to do as requested in a particular situation.

How Common is the Use of Force: A definitive answer would require information on the total number of police interactions with the public and that is not possible to know. The data available suggests they are rare in relation to the number of police interactions with citizens, (Table 2). First, 403 of the 849 cases were associated with arrest situations over the 4 years, 2014-2017. Over that same 4 years, 38,551 arrests for felonies and misdemeanors occurred. In only 1 in 100 of those situations (1%) was force used. Second, there were 61 use of force cases tied to approximately 73,000 Traffic Stops; a use of force occurred in less than 1 in a 1,000 traffic stops, (.08%). Finally, 57 use of force cases occurred linked to an estimated 84,000 field; a use of force occurred again in less than 1 in a 1,000 field interviews, (.07%).

Reason for Use of Force by Citizen Race: Of the 849 "Use of Force" cases reported by officers, African Americans were involved in a little less than two thirds, (62.8%) and Whites in a little over a third, (35.6%), (Table 3). There are

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[1] Please note that the descriptions of the investigative process and definitions are pulled from a PowerPoint "Citizen Complaints, Investigation Process and Routing" developed by Sergeant Robert J. Rike, Professional Standards Bureau Department Advocate

two contexts to interpret these percentage shares. One could compare these percentage shares to African-American and Whites percentage share of arrests and citations over the period or one could compare them to their percentage share of the city population.   In the first context, African-Americans were involved in 58% of arrests and citations by the police from 2014 to 2017. The ratio of 1.08, (62.8%/58%), suggests they were involved in Use of Force cases 8% more often than one would expect based on their share of arrests and citations. When viewed in the context of the percent of City of Dayton population that is African-American, (41.3%), the ratio of 1.52, (62.8%/41.3%), suggests African-Americans were involved in Use of Force cases 52% more often than one would expect based on their share of the city's population.

Situation for Use of Force by Citizen Race: Relative to their share of arrests/ citations, African-Americans are only slightly more likely to be involved "Use of Force" cases where the situation is *Arrest*, (1.07 = 62%/58%), whereas they are substantially more likely to be involved relative to their share of arrests/ citations when the situation is *Traffic Stops* (1.41 = 82%/58%) or a *Disturbance/Fight*, (1.18 =68%/58%), (Table 4).

Citizen Injuries in Use of Force Cases by Race: Of the 849 "Use of Force" cases over the 2014-2017 period, a citizen was injured in 559 of them, (66%), (Table 5). White citizens were more likely than African American Citizens to be injured in "Use of Force" cases in which they were involved, (75% vs. 60%).

Officer Injuries in Use of Force Cases by Citizen Race: Of the 849 "Use of Force" cases over the 2014-2017 period, an officer was injured in 90 of them, (11%), (Table 6). African American Citizens and White Citizens were equally likely to be involved in cases where officers were injured as a percent of cases in which they were involved, (11% for both).

Dispositions/ Findings by Race: Of the 847 Use of Force cases over the 4 year period, officers were *Exonerated* in 841 investigations. Two cases each over the 4 year period were ruled as *Not Sustained*, *Partially Sustained* and *Sustained*. The 2 *Not Sustained* cases involved African Americans. One *Partially Sustained* case involved an African American and one a White. Both *Sustained* cases involved Whites.

Detailed Results

II. Situations and Rationales for Use of Force

A. Basic Information on Situations in Which Use of Force Occurs and Rationales for Use of Force

As noted in the introduction, officers are required to report any situation in which force has been used. In that initial report there is a field that defines the situation in which the use of force occurs.[2] In addition, there is a field to define the reason why the use of force was required.

The situation in which Use of Force was most likely to occur is an arrest. Almost half, (47.5%), of Use of Force investigations are associated with arrests, (see Table 1, next page). Just under a fifth, (17.5%), are linked to situations where officers have been dispatched. In addition, Traffic stops, (7.2%), Disturbances/Fights, (7.4%), Field Interviews, (6.7%), and Domestic Disputes, (5.3%), are all situations associated with a small but significant percent of Use of Force investigations.

Non-compliance, (35.6%), *Fleeing*, (34.9%), and *Combative*, (25.9%), are the three primary reasons given for the Use of Force. *Non-compliance* refers to a situation where someone refuses to do as requested in a particular situation. *Combative* refers to the use of actual physical force in resisting officers. Note that *Fleeing* is more common than *Non-compliance* in situations where an officer has been dispatched, (50 vs. 42), during a field interview, (36 vs. 15), or during a traffic stop, (41 vs. 14).

Table 1: Reason for Use of Force by Situation, 2014-2017						
	Reason for Use of Force *					
	Non-Compliance	Fleeing	Combative	Other #	Total	Percent of Situations
Situation ^	1	2	3	4	5	
Arrest	148	137	106	12	**403**	**47.5%**
Dispatched	42	50	41	14	**147**	**17.3%**
Disturbance/Fight	34	6	22	1	**63**	**7.4%**
Traffic Stop	14	41	6	0	**61**	**7.2%**
Field Interview	15	36	6	0	**57**	**6.7%**
Domestic Dispute	23	8	12	2	**45**	**5.3%**
Follow-up Investigation	8	2	8	0	**18**	**2.1%**
Other	18	16	19	2	**55**	**6.5%**
Total	**302**	**296**	**220**	**31**	**849**	**100.0%**
	1/5	2/5	3/5	4/5	5/5	
Reason for Use of Force as Percent of Cases	**35.6%**	**34.9%**	**25.9%**	**3.7%**	**100.0%**	
* Officers are required to always report when force has been used.						
^ "Situation" refers to the activity that officers were engaged in at the time of "Use of Force"						
# "Other" includes Self Harming Behavior, Weapon, Threats and Other						

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[2] While the term "Situation" is used in this report the field in the report is coded as "Services Rendered"

B. How Common is the Use of Force?

How often in City of Dayton police interactions with the public is force used? A definitive answer would require information on the total number of police interactions with the public and that is not possible to know.   The data available suggests they are rare in relation to the number of police interactions with citizens, (Table 2).   Table 2 provides three comparisons that give some sense of how rare the use of force is relative to police interactions with the public. First, 403 of the 849 cases were associated with arrest situations over the 4 years, 2014-2017. Over that same 4 years, 38,551 arrests for felonies and misdemeanors occurred. Note that in only 1 in 100 of those situations (1%) was force used. Second, there were 61 use of force cases tied to approximately 73,000 Traffic Stops; a use of force occurred in less than 1 in a 1,000 traffic stops, (.08%). Finally, 57 use of force cases occurred linked to an estimated 84,000 field; a use of force occurred again in less than 1 in a 1,000 field interviews, (.07%).

Table 2: Use of Force Cases Compared to Number of Arrests, Traffic Stops and Field Interviews				
Use of Force Situation	Number	Type of Situation	Number	Use of Force as percent of Arrests / Traffic Stops/ Field Interviews
Use of Force cases tied to arrests, 2014-2017	403	Arrests, 2014-2017	38,551	1.0%
Use of Force cases tied to Traffic Stops, 2014-2017	61	Traffic Stops, 2014-2017 *	~73,000	0.08%
Use of Force cases tied to Field Interviews	57	Field Interviews *	~84,000	0.07%
* There were 18,245 Traffic Stops in 2015 and 21,041 Field Interviews where a card was filled out. The 2014-2017 estimates assumes numbers don't vary substantially from year to year				

III. Reason for and Situation of Use of Force by Citizen Race

In all Use of Force cases, the race of citizen involved is recorded.   Table 2 provides information on the number of citizens involved by race under each category of Reason for the Use of Force.   Of the 849 "Use of Force" cases reported by officers, African Americans were involved in a little less than two thirds, (62.8%) and Whites in a little over a third, (35.6%).   African-Americans are a slightly greater percentage of cases where reason for "Use of Force was "Fleeing", (65.2%), or "Combative", (64.5%), than "Non-Compliance", (59.9%).

There are two contexts in which to place the racial breakdown of Use of Force cases.   They can be compared to a racial group's percent share of arrests and citations or to a racial group's percent share of the city's population.   Some would argue that the comparison should be to a racial group's share of arrest and citations because those are the best proxy available for the situations in which police find themselves interacting with citizens.   Others would argue that the number of arrests and citations are themselves not independent of potential bias in police decisions as to who to arrest or cite and therefore the appropriate comparison should be to a racial group's share of the City of Dayton's population.   Both comparisons are provided in Table 2.

While African-American citizens were associated with 58% of arrests and citations, they were involved in 62.8% of the Use of Force cases. The ratio of 1.08, (62.8%/58%) suggests they were involved in Use of Force cases 8% more often than one would expect based on their share of arrests and citations. When viewed in the context of the percent of City of

Dayton population that is African-American, (41.3%), the ratio of 1.52, (62.8%/41.3%), suggests African-Americans were involved in Use of Force cases 52% more often than one would expect based on their share of the city's population.

Context for Percentage Share of Use of Force Cases by Race

Race	Value
African-American	62.8% (Percent of Use of Force Cases)
	58.0% (Percent of Arrests and Traffic Citations, 2014-2017)
	41.3% (Percent of City of Dayton Population, 2016)
White	35.6% (Percent of Use of Force Cases)
	40.3% (Percent of Arrests and Traffic Citations, 2014-2017)
	54.9% (Percent of City of Dayton Population, 2016)
All Others	1.6% (Percent of Use of Force Cases)
	1.7% (Percent of Arrests and Traffic Citations, 2014-2017)
	3.8% (Percent of City of Dayton Population, 2016)

Legend:
- Percent of Use of Force Cases
- Percent of Arrests and Traffic Citations, 2014-2017
- Percent of City of Dayton Population, 2016

Axis: 0.0%, 10.0%, 20.0%, 30.0%, 40.0%, 50.0%, 60.0%, 70.0%
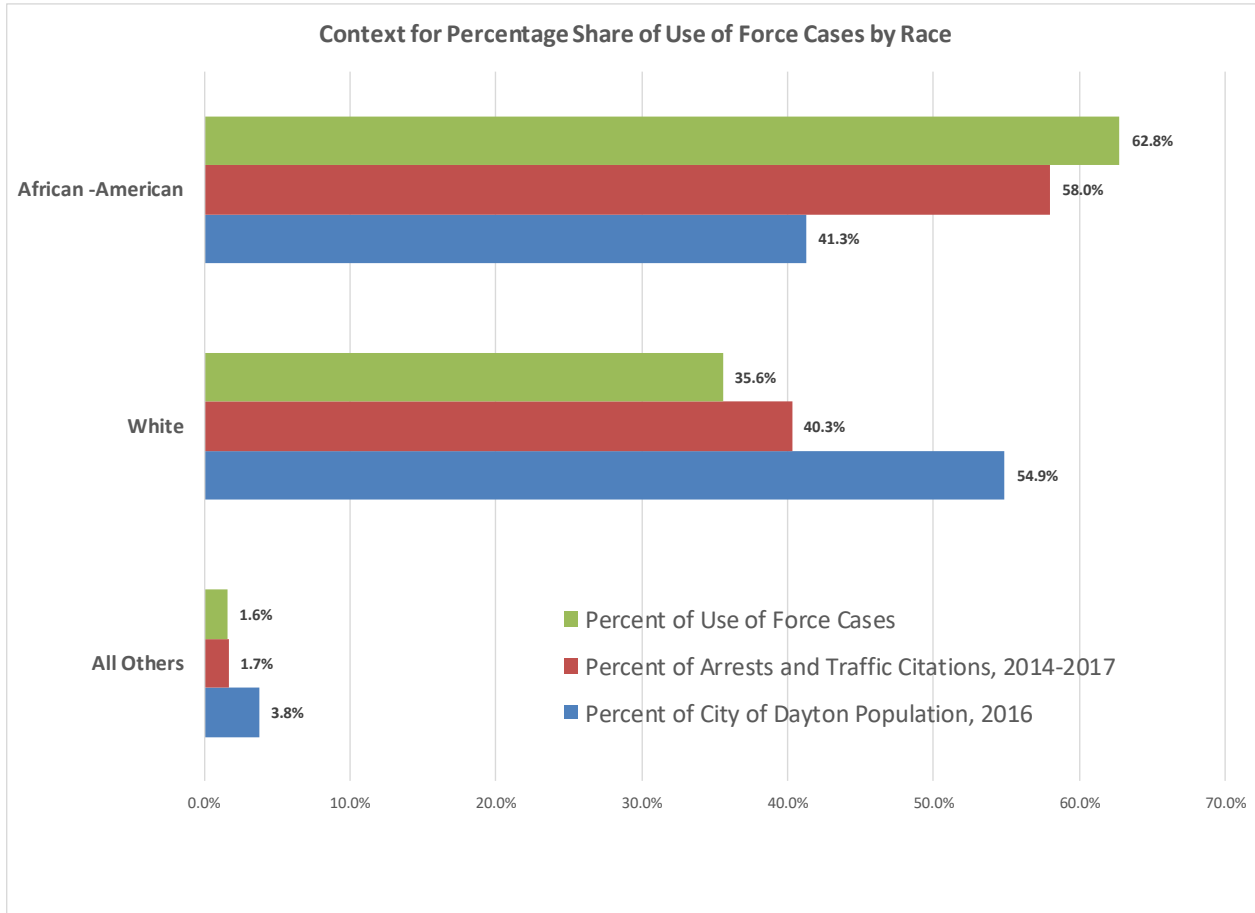
Table 3: Reason for Use of Force by Citizen Race, 2014-2017								
Reason for Use of Force	African - American	White	All Others	Total	African - American	White	All Others	Total
	Number				Percent			
	(1)	*(2)*	*(3)*	*(4)*	*(1/4)*	*(2/4)*	*(3/4)*	*(4/4)*
Non-Compliance	181	113	8	302	59.9%	37.4%	2.6%	100%
Fleeing	193	101	2	296	65.2%	34.1%	0.7%	100%
Combative	142	74	4	220	64.5%	33.6%	1.8%	100%
Other*	17	14	0	31	54.8%	45.2%	0.0%	100%
(5) Total	533	302	14	849	**62.8%**	**35.6%**	**1.6%**	**100%**
Contexts								
(6) Racial Group as Percent of Arrests and Traffic Citations, 2014-2017					**58.0%**	**40.3%**	**1.7%**	**100%**
(7) Racial Group as Percent of City of Dayton Population, 2016					**41.3%**	**54.9%**	**3.8%**	**100%**
Ratio of Racial Groups' Percent of Use of Force Cases to Context Percents								
(5/6) Ratio to Percent of Arrests and Traffic Citations, 2014-2017					1.08	0.88	0.97	
					(62.8%/58.0%)	(35.6%/40.3%)	(1.6%/1.7%)	
(5/7) Ratio to Percent of City of Dayton Population, 2016					1.52	0.65	0.43	
					(62.8%/41.3%)	(35.6%/54.9%)	(1.6%/3.8%)	
* "Other" includes Self-harming behavior, weapons, threats and other)								

Focusing in on African-Americans share of Use of Force cases by Reason for Use of Force, African-Americans are over-represented to a greater degree where the reason for "Use of Force was "Fleeing", (65.2%), or "Combative", (64.5%), rather than "Non-Compliance", (59.9%). Note that the sample for the other "Reason" categories is too small to make much of the percent by race.

Table 3 Detail: Reason for Use of Force by Citizen Race, 2014-2017									African -American Percent of Use of Force Cases by Reason Relative to Percent of:	
Reason for Use of Force	African - American	White	All Others	Total	African - American	White	All Others	**Total**	Arrests & Citations	Population
	Number				Percent				((1/4)/6)	((1/4)/7)
	(1)	(2)	(3)	(4)	(1/4)	(2/4)	(3/4)	(4/4)		
Non-Compliance	181	113	8	302	59.9%	37.4%	2.6%	100.0%	1.03	1.45
Fleeing	193	101	2	296	65.2%	34.1%	0.7%	100.0%	1.12	1.58
Combative	142	74	4	220	64.5%	33.6%	1.8%	100.0%	1.11	1.56
Other	17	14	0	31	54.8%	45.2%	0.0%	100.0%	0.95	1.33
(5) Total	533	302	14	849	62.8%	35.6%	1.6%	100.0%	1.08	1.52
Contexts										
(6) Racial Group as Percent of Arrests and Traffic Citations, 2014-2017 (2)					**58.0%**	**40.3%**	**1.7%**	**100%**		
(7) Racial Group as Percent of City of Dayton Population, 2016					**41.3%**	**54.9%**	**3.8%**	**100%**		
Ratio of Racial Groups' Percent of Use of Force Cases to Context Percents										
(5/6) Ratio to Percent of Arrests and Traffic Citations, 2014-2017					1.08	0.88	0.97			
					(62.8%/58.0%)	(35.6%/40.3%)	(1.6%/1.7%)			
(5/7) Ratio to Percent of City of Dayton Population, 2016					1.52	0.65	0.43			
					(62.8%/41.3%)	(35.6%/54.9%)	(1.6%/3.8%)			

* "Other" includes Self-harming behavior, weapons, threats and other)

Analysis of Use of Force IAPRO Data for the Community Police Council

Relative to their share of arrests/ citations, African-Americans are only slightly more likely to be involved "Use of Force" cases where the situation is *Arrest*, (1.07 = 62%/58%), whereas they are substantially more likely to be involved relative to their share of arrests/ citations when the situation is *Traffic Stops* (1.41 = 82%/58%) or a *Disturbance/Fight*, (1.18 =68%/58%), (Table 3).

Table 4: Situation in Which "Use of Force" Occurs by Citizen Race, 2014-2017 ^									African -American Percent of Use of Force Cases by Situation Relative to Percent of:	
	Citizen Race									
	African - American	White	All Others	Total	African - American	White	All Others	Total	Arrests & Citations	Population
	Number				Percent					
Situation ^	*(1)*	*(2)*	*(3)*	*(4)*	*(1/4)*	*(2/4)*	*(3/4)*	*(4/4)*	*((1/4)/6)*	*((1/4)/7)*
Arrest	249	146	8	403	62%	36%	2%	100%	1.07	1.50
Dispatched	83	63	1	147	56%	43%	1%	100%	0.97	1.37
Disturbance/Fight	43	17	3	63	68%	27%	5%	100%	1.18	1.65
Traffic Stop	50	11		61	82%	18%	0%	100%	1.41	1.98
Field Interview	35	22		57	61%	39%	0%	100%	1.06	1.49
Domestic Dispute	25	18	2	45	56%	40%	4%	100%	0.96	1.35
Follow-up Investigation	10	8		18	56%	44%	0%	100%	0.96	1.35
Other	38	17	0	55	69%	31%	0%	100%	1.19	1.67
(5) Total Use of Force Cases	**533**	**302**	**14**	849	63%	36%	2%	100%	1.08	1.52
Contexts										
(6) Racial Group as Percent of Arrests and Traffic Citations, 2014-2017					58.0%	40.3%	1.7%	100.0%		
(7) Racial Group as Percent of City of Dayton Population, 2016					41.3%	54.9%	3.8%	100.0%		

IV. Citizen Injuries in Use of Force Cases by Race

As part of the Use of Force investigation, any injuries to citizens are documented. Of the 849 "Use of Force" cases over the 2014-2017 period, a citizen was injured in 559 of them, (66%), (Table 5). White citizens were more likely than African American Citizens to be injured in "Use of Force" cases in which they were involved, (75% vs. 60%).   This is linked to their greater likelihood of getting injured than African Americans in cases where they are *Combative*, (84% vs. 65%) or *Non-Compliant*, (81% vs. 56%).

Table 5: Citizen Injured in "Use of Force" Cases by Reason for Use of Force and Citizen Race, 2017												
	Citizen Injured?								Percent of Cases in which Citizen Injured			
	No	Yes	No	Yes	No	Yes	No	Yes				
	African-American		White		All Others		Total		African -American	White	All Others	Total
Reason for Use of Force	*1*	*2*	*3*	*4*	*5*	*6*	*7*	*8*	*2/(1+2)*	*4/(3+4)*	*6/(5+6)*	*8/(7+8)*
Combative	49	93	12	62		4	61	159	65%	84%	100%	72%
Fleeing	76	117	37	64	1	1	114	182	61%	63%	50%	61%
Non-Compliance	79	102	22	91	2	6	103	199	56%	81%	75%	66%
Other	7	10	5	9			12	19	59%	64%		61%
Total	211	322	76	226	3	11	290	559	60%	75%	79%	66%

V. Officer Injuries in Use of Force Cases by Citizen Race

As part of the Use of Force investigation, any injuries to officers are also documented. Of the 849 "Use of Force" cases over the 2014-2017 period, an officer was injured in 90 of them, (11%), (Table 6). African American Citizens and White Citizens were equally likely to be involved in cases where officers were injured as a percent of cases in which they were involved, (11% for both).

Table 6: Officer Injured by Reason for Use of Force and Citizen Race												
	Officer Injured?								Percent of Cases by Citizen Race in which Officer Injured			
Citizen Race	African-		White		All		Total		African -American	White	All Others	Total
Reason for Use of Force	No	Yes	No	Yes	No	Yes	No	Yes				
Combative	110	32	65	9	4	0	179	41	23%	12%	0%	19%
Fleeing	180	13	94	7	2	0	276	20	7%	7%	0%	7%
Non-Compliance	169	12	99	14	8	0	276	26	7%	12%	0%	9%
Other	16	1	12	2			28	3	6%	14%		10%
Total	475	58	270	32	14	0	759	90	11%	11%	0%	11%

VI. A Note on Dispositions/ Findings in Use of Force Cases

As noted earlier, an investigation is always done when Use of Force occurs. Typically the investigation begins with the immediate supervisor, (Sergeant/Lieutenant.[3] The investigating supervisor produces a written report and provides an initial conclusion of 1 of 4 dispositions, (Sustained, Not Sustained, Exonerated, or Unfounded).   The four dispositions are defined as:

> **Sustained**- Investigation established sufficient evidence to clearly show that the wrongful act alleged in the complaint did occur.
> **Not Sustained**- Investigation was unable to find sufficient evidence to prove or disprove the allegations of the wrongful act made in the complaint.
> **Exonerated**- The act described in the complaint did occur, however, the investigation revealed the act was lawful and in accordance with established department policy and procedure.
> **Unfounded**- Investigation proved conclusively that the alleged act did not occur and/or the accused officer did not commit the act or there is no credible evidence to support the complaint.

Unless a disposition of *Sustained* is recorded the immediate supervisor's field level investigation is routed up the chain of command as follows, Division Lieutenant, Division Superintendent (Major), and finally the Professional Standards Bureau. At each step in the chain, the report may be sent back down with requests for additional information or rewording. As the final step, the field investigation report is filed in the IAPRO software system.

Of the 847 Use of Force cases over the 4 year period with a disposition, officers were *Exonerated* in 841 investigations. Two cases each over the 4 year period were ruled as *Not Sustained*, *Partially Sustained* and *Sustained.*   The 2 *Not Sustained* cases involved African Americans. One *Partially Sustained* case involved an African American and one a White. Both *Sustained* cases involved Whites.

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[3] In rare cases where allegations are considered extremely serious, the Professional Standards Bureau will take initial responsibility

Appendix Tables on Context for Use of Force Data by Race

Background Table 1 provides a detailed view of the share of Arrests and Citations over the period from 2014 to 2017 by category and race of citizen involved. There is almost no differentiation by category of arrest or by year in the percent associated with each race group. As a consequence, in the report, only the summary percent by race across all 4 years and all types of arrests and citations are used, (58% for African Americans, 40.3% for whites and 1.7% for all others, see bottom of table).

Year	African-American	White	All Others	Total	African-American	White	All Others	Total
Background Table 1: Summary of Arrests and Traffic Citations by Type and Race of Citizen, 2014-2017								
		Number				Percent		
Felony Arrests								
2014	1,581	1,246	2	2,829	55.9%	44.0%	0.1%	100.0%
2015	1,555	1,122	3	2,680	58.0%	41.9%	0.1%	100.0%
2016	1,540	1,220	8	2,768	55.6%	44.1%	0.3%	100.0%
2017	1,543	1,273	8	2,824	54.6%	45.1%	0.3%	100.0%
2014-2017	6,219	4,861	21	11,101	56.0%	43.8%	0.2%	100.0%
Misdemeanor Arrests								
2014	3,645	3,309	7	6,961	52.4%	47.5%	0.1%	100.0%
2015	3,871	3,090	13	6,974	55.5%	44.3%	0.2%	100.0%
2016	3,614	3,207	12	6,833	52.9%	46.9%	0.2%	100.0%
2017	3,440	3,219	23	6,682	51.5%	48.2%	0.3%	100.0%
2014-2017	14,570	12,825	55	27,450	53.1%	46.7%	0.2%	100.0%
Minor Misdemeanors								
2014	2,713	2,139	74	4,926	55.1%	43.4%	1.5%	100.0%
2015	2,268	1,764	72	4,104	55.3%	43.0%	1.8%	100.0%
2016	1,840	1,454	202	3,496	52.6%	41.6%	5.8%	100.0%
2017	1,607	1,215	154	2,976	54.0%	40.8%	5.2%	100.0%
2014-2017	8,428	6,572	502	15,502	54.4%	42.4%	3.2%	100.0%
Traffic Citations								
2014	20,124	12,482	628	33,234	60.6%	37.6%	1.9%	100.0%
2015	18,496	10,989	608	30,093	61.5%	36.5%	2.0%	100.0%
2016	15,455	10,650	559	26,664	58.0%	39.9%	2.1%	100.0%
2017	13,794	9,079	553	23,426	58.9%	38.8%	2.4%	100.0%
2014-2017	67,869	43,200	2,348	113,417	59.8%	38.1%	2.1%	100.0%
Summary Across Arrests and Traffic Citations								
2014	28,063	19,176	711	47,950	58.5%	40.0%	1.5%	100.0%
2015	26,190	16,965	696	43,851	59.7%	38.7%	1.6%	100.0%
2016	22,449	16,531	781	39,761	56.5%	41.6%	2.0%	100.0%
2017	20,384	14,786	738	35,908	56.8%	41.2%	2.1%	100.0%
2014-2017	**97,086**	**67,458**	**2,926**	**167,470**	**58.0%**	**40.3%**	**1.7%**	**100.0%**

The second context variable used in the report is the percent of the city population that is African American, (41.3%), white, (54.9%) and All Others, (3.8%), (Background Table 2). Note that the question of what is the appropriate context in which to set Use of Force data is immediately apparent here. African Americans constitute 41.3% of the population but are involved in 58% of all arrests and citations over the 4 year period.

Group	African-American	White	All Others	Total	African-American	White	All Others	Total
Background Table 2: City of Dayton Population, American Community Survey, 2016 1 Year Estimate by Race compared to Percent Share of Arresys and Citations								
Population	57,999	77,082	5,397	140,478	41.3%	54.9%	3.8%	100.0%
Share of Arrests and Citations, 2014 to 2017					58.0%	40.3%	1.7%	100.0%
Ratio of Arrests/Citations Percentage to Population Percentage					1.40	0.73	0.45	

Examining the Relationship between Dayton Community Members and Law Enforcement: A Qualitative Evaluation

Prepared for the Human Relations Council

By: Steven D Kniffley Jr., PsyD MPA ABPP

Executive summary

High profile shootings of unarmed African American males have contributed to the development of a conflictual relationships between law enforcement and marginalized communities. The current relationship between these groups has been summarized by feelings of mistrust, misunderstanding, and misperception instead of a relationship built on trust, safety, and understanding.

The current evaluation utilized qualitative methods to examine the relationship between City of Dayton community members and Dayton law enforcement. Qualitative data was collected across six focus groups with the following populations: immigrants, high school students, previously incarcerated Black males, college Black males, and neighborhood association leaders.

Participants from these demographic areas were selected due to their limited representation in the City of Dayton Survey. Questions were designed to elicit information related to the participants experience with and perception of Dayton Police officers as well as recommendations for improving the relationship between the Dayton community and law enforcement.

The results from the evaluation suggests Dayton community members have a mostly neutral perception of Dayton police officers. This perception is greatly affected by the perception of law enforcement in nearby cities and the national narrative concerning policing and police conduct. Demographic variables such as immigrant status, age, race, and gender also affected the perception participants had of Dayton police officers with immigrants providing the most favorable opinion and persons of color under the age of24-years-old providing the most neutral opinion. Specific relational challenges were noted regarding trust and accommodation of potential language barriers. Lastly, intentional programmatic efforts by the Dayton police department were noted as a positive relationship building mechanism.

Additionally, the responses from the participants indicated that there is a lack of knowledge and limited confidence in the compliant process. The inability to access opportunities to provide both positive and negative input into policing in the Dayton community highlights potential trust issues that negatively affect the law enforcement community relationship. The responses from the participants suggest that there is a significant opportunity to empower Dayton community members through increased educational opportunities as well improved access to police officer feedback mechanisms. Furthermore, Dayton community members highlighted four barriers to building the relationship between law enforcement: (1) poor communication, (2) lack of connection to the community, (3) lack of targeted programmatic efforts to build relationships, and (4) the impact of media on community perception and community/police relationships.

The evaluation also examined the perception of diversity training and law enforcement and found three common themes. Specifically, the participants responses suggested the following (1) the diversity training received by the officers was not enough, (2) the diversity training received by the officers was being underutilized in actual policing, and (3) the officers were not receiving the right type of diversity training. The participant's responses suggested that they perceived Dayton police officers as not having enough training working with individuals who were culturally different.

Furthermore, in addition to the perception of being neglected and over policed, participants also indicated significant discrepancy between the function and process of policing. While most participants agreed with the functional role of a police officer (e.g., provide safety and protect citizens) their narratives indicated some ambiguity about how they perceived the process of policing. Specifically, the responses from the participants suggested concerns about the trustworthiness of officers and their ability to be unbiased when engaged with culturally different individuals. The discrepancy in the perception of police function vs process highlights a significant challenge in regard to building a positive relationship between community members and law enforcement. Until the perception between police function and the process of policing is reconciled for community members there may continue to be the presence of ambiguous beliefs about law enforcement.

Lastly, the participant's narratives suggest that they have had a lived experience as well as witnessed via their peers of differential treatment by law enforcement. This perception of differential treatment has contributed to the development of fear and mistrust of law enforcement. The perception of differential treatment highlights a significant challenge in regards to building a positive relationship between community members and law enforcement. Until there is a replacement of fear with respect law enforcement may continue to struggle with compliance and cooperation. These issues will be further compounded by the perception of the inequities community members may experience when interacting with law enforcement.

Recommendations

1.) Increase formal opportunities for soliciting feedback from marginalized communities that are overrepresented in police action but underrepresented on the police force. These formal survey efforts should combine both qualitative and quantitative methods to increase the depth and variety of voice heard

2.) Increase programming efforts that target individuals in the 14-24 year old demographic. As a part of the programming effort law enforcement officers must intentionally address issues related to the awareness of the programming, comfort in participation, and perception of long term impact

3.) Provide comprehensive educational opportunities for community members concerning how to navigate the compliant/commendation process

4.) Enhance the educational experience of the citizens' police academy and ride alongs for both law enforcement officers and community members

•   Develop measurable goals and objectives for ride along experience

•   Incorporate reverse rode along experience

- Incorporate a pre/post assessment that measures citizen attitudes and knowledge concerning law enforcement policy and process

5.) Develop an intentional relationship building marketing effort to include more individuals within the 14-24 year old age demographic as well as other underrepresented groups

6.) Enhance law enforcement multicultural training to include the following components:

- Intercultural communication

- Implicit bias

- De-escalation training with marginalized groups

7.) Develop a collaborative network across Miami Valley Community Police Councils

8.) Incorporate weekly 5-l 0 minute mini trainings on a diversity topic into shift briefings

Introduction

Noted American psychologist, John Dewey once noted that, "There is more than a verbal tie between the words common, community, and communication..... Try the experiment of communicating, with fullness and accuracy, some experience to another, especially if it be somewhat complicated, and you will find your attitude toward your experience changing" (2016). Currently, there is a lack of community between law enforcement departments and marginalized communities. With a number of high profile shootings of unarmed African American males, the relationship between communities ofcolor and law enforcement has become strained contributing to feelings of mistrust, misunderstanding, and misperception on both sides (Broaddus et al., 2013).

As mentioned by John Dewey, the key to building community lies in the development of effective communication that provides a mutual context for understanding. There have been many attempts and interventions used to rebuild the sense of community between communities of color and law enforcement departments (Fisher & Ritchie, 2015). Some of these interventions include, ride alongs, citizen police academies, and other community programming. Significant barriers to the development of this equitable relationship include a dearth in skill for managing difficult dialogues, limited opportunities for collaborative problem solving, and a lack of experiential activities to facilitate mutual understanding of experience (Office of Community Oriented Policing Services, 2009).

Community Policing

Changing demographics of United States population. Recent trends suggest that the cultural mosaic of the United States is rapidly shifting. According to the United States Census Bureau, by the year 2044, more than half of all Americans will identify as non-White. Additionally, by 2060, I in 5 individuals will be foreign born. These projections are consistent with current trends related to US population growth (2014). For example, the US Census Bureau reported that in 2014, Mixed raced individuals, Asians, and Hispanics were the fasting growing groups in the US. Despite the rapid change in US population demographics, the law enforcement departments that serve these communities has remained relatively homogenous in regards to being White and male.

Stagnation in demographics change in law enforcement. Data compiled by the Law Enforcement Management and Administrative Statistics (LEMAS) survey found that minority representation among law enforcement officers has seen relatively small growth in the last 20 years (2013). Additionally, the

number of African Americans represented in law enforcement has not increased since 1997. The LEMAS survey also found a significant relationship between the size of the city and minority representation in the law enforcement department. Specifically, results from the survey indicated that the smaller the city (those with a population fewer than 100,000) have the lowest representation of minority law enforcement officers (2013). In regards to the context for the current study, the city of Dayton has a population of over 140,000 individuals. The racial demographics for the city of Dayton are as follows: 52% White, 43% African American, 3% Hispanic and 1% Asian (United States Census Bureau, 2010).

Additionally, in 2015, it was reported that the Dayton Police Department was over 90% White with African Americans comprising 9% of the police force (Kenny, 2015). According to Kenney (2015), the Dayton Police Department was sued by the US Department of Justice in 2008 for discriminatory hiring practices against African Americans. Since 2008, the department has engaged in a significant marketing campaign to increase the representation of African Americans officers. However, the department has been unable to increase the representation of African Americans that is consistent with their percentage of the Dayton population.

Conflict between law enforcement and communities of color. The combination of increasing numbers of minority individuals intersecting with a homogenous law enforcement, that has experienced stagnation in regards to its recruitment and retention of minority officers, has contributed to chronic mistrust, conflict, and disconnect (Pressman, Chapman, & Rosen, 2002). For example, several research studies have noted that the relationship between police and youth of color is often strained (Broaddus et al., 2013). Specifically, youth that come from Urban areas, have a low socioeconomic status, and are African American or Latino adolescent males are most likely to report that they have been disrespected by police or have experienced unwarranted or harassing searchers (e.g., stop and frisk) (Pressman et al., 2002). Additionally, these youth are most likely to report having negative attitudes towards police and to engage in oppositional or disrespectful behaviors to symbolize perceived injustice at the hands of police (e.g., resisting arrest, fleeing the scene) (Broaddus eta!., 2013; Pressman et al., 2002). The literature has indicated that this combination of negative attitudes and behavior stem from perceiving officers as an extension of a system of institutional oppression.

In regards to communities of color and police relationships in general, the literature has suggested that community police relationships are often characterized by a chronic uneasiness on the part of citizens who are most isolated from law enforcement and most likely to be victims of crime. Furthermore, researchers have found that police officers have an implicit bias against youth of color. For example, a study was conducted with the Denver Police Department and community members to examine the impact of implicit bias towards African American males in a shoot/don't shoot scenario. The participants were shown photos of both Black and White men either holding a gun or a benign object such as a wallet and were asked to determine whether they would shoot or not shoot the individual (Correll et al., 2007).

The researchers found that the police officers showed significant bias towards African American individuals. The police officers were quicker to determine whether to shoot an armed individual who was African American male and slower to determine whether to not shoot an unarmed African American male (Correll et al., 2007). The results from this study suggests that police officers may hold an unconscious bias towards African American males. This unconscious bias may negatively impact the gradations in the use of force that officers use with members of this population.

Over the last 20 years, the US has seen a rise in the awareness of the chronic conflict between communities of color and law enforcement. This conflict has been exacerbated by a recent high profile shootings of unarmed African American males (Rickman, Stewart, & Dimitrov, 2011). These shootings have sparked a nationwide debate about the role of policing in minority communities and the types of interventions needed to heal the divide between police officers and communities of color. However, as this section has noted, there are a number of barriers that have contributed to stunted efforts for positive relational growth between the two groups. For communities of color, there is a deep seated chronic mistrust of law enforcement that is rooted in historical oppression and the perception of officers and enforcers of institutional racism (Kessler,1999). For law enforcement departments, advancements in technology, shrinking budgets, and poor minority representation within the police force have eroded their relationship with the communities they serve. Additionally, the literature has indicated that law enforcement officers may hold a negative unconscious bias towards African American males.

Researchers have indicated that the core factors needed to address these barriers in the relationship between communities of color and law enforcement are increased accountability, transparency, interventions to empower communities of color, and collaborative action oriented community dialogue (Graziano, Rosenbaum, & Schuck, 2014).

Using community policing to build community/police relationships. Following the high profile trial and acquittal of LAPD officers in the beating of Rodney King both community members and law enforcement officers highlighted the need for a new approach to policing communities of color (Balko, 2013). Specifically, community leaders indicated that a new philosophy for policing was needed that emphasized building and maintaining public trust in law enforcement as well as stopping crime (Fisher & Ritchie, 2015). Additionally, this philosophy should encourage a more democratic style of policing where community trust and police legitimacy are fostered through fair community oriented participatory policing. Furthermore, characteristics associated with this philosophy include: respect, appropriate use of force, openness, honesty, accountability, community oriented, and solution focused. This philosophy was coined community policing (McCampbell, 2010).

Defining community policing. Community policing has been defined as "a philosophy that promotes organizational strategies, which support the systematic used of partnerships and problem solving techniques to proactively address the immediate conditions that give rise to public issues." The philosophy of community policing is based on the work of Robert Peele. Specifically, Robert Peele developed 9 key principles that would serve as the foundation for community policing including: 1.) police exist to prevent crime and disorder, 2.) the ability of police to perform their duties is dependent on public approval, 3.) police must secure citizen voluntary cooperation to maintain the respect of the public, 4.) increased use of physical force diminishes public cooperation, 5.) police must demonstrate absolute

impartiality in law enforcement, 6.) police must use appropriate force only when other methods of intervention have been exhausted, 7.) police must balance the present and the past in developing community relationships, 8.) policing is about enforcement not interpreting the law or to determine guilt, and 9.) efficiency in policing is determined by the absence of crime and disorder. As noted previously, these principles reflect the core ideology of community policing. However, translating these principles from theory to practice has posed a significant challenge for law enforcement departments (Rickman, Stewart, & Dimitrov, 2011).

Challenges in implementing community policing. The literature has indicated that despite the rise in community policing initiatives throughout the country, law enforcement departments have experienced significant challenges in effective application of community policing principles. For example, several studies have noted that the partnership component of community policing is often reported to be the most weakly implemented. Additionally, a study that examined participation and attendance at joint community/police meetings found that these meeting were only attended by less than 1% of the population (Graziano, Rosenbaum, & Schuck, 2014). Furthermore, the researchers also found that when citizens did attend the joint community/police meetings they expected the officers to solve their problems as opposed to engaging in a collaborative effort. These studies suggest that even though the capacity of law enforcement departments to respond effectively to public safety issues has improved, their ability to empower and engage community members to respond to their own public safety issues has not. However, the literature has noted that there are significant positive outcomes for community/police relationships when officers are able to engage in effective community partnership building (Officer of Community Oriented Policing Services, 2009).

Impact of community police implementation. The literature has indicated that there is a demonstrable positive impact for community/police relationships when community policing principles are implemented (Fisher & Ritchie, 2015). Several studies have found that citizens are more cooperative with police when officers utilize community policing methods such as explaining the reasons for an intervention (Cromwell & Birzer, 2012; Kessler, 1999). Additionally, community policing enables officers to have more contact with the citizens who are invested stakeholders in the community and will work with officers to maintain and improve the quality of life for community residents (Graziano, Rosenbaum, & Schuck, 2014). Furthermore, officers who are involved in community policing initiatives report more positive attitudes towards the citizens they serve as well as feelings of positive community integration (Jordan, 2000). These positive attitudes and feelings on the part of the office can reduce implicit bias that is influenced by a sense of isolation, fear, and alienation.

Lastly, community policing initiatives have been found to positively influence law enforcement responsiveness. For example, the literature has indicated that the more interactions officers have with the citizens they serve the more responsive they become to future citizen concerns (Rickman, Stewart, & Dimitrov, 2011). Studies have indicated that the frequency of positive police-citizen interactions contributes to an increased perception of skillfulness in collaborative problem solving between community members and law enforcement (Graziano, Rosenbaum, Schuck, 2014). Despite the number of demonstrated benefits of engaging in community policing initiatives, law enforcement departments and

community members have encountered several barriers in implementing formal community policing programming.

The literature has highlighted a number of barriers police officers and community members' face in regards to the formal implementation of community programming initiatives (Office of Community Oriented Policing Services, 2009). For example, as noted previously, law enforcement departments have experienced significant difficulty in the recruitment, hiring, and retention of minority police officers (LEMAS, 2013). This may impact the number of individuals who may be invested in community policing initiatives as well as diminish by-in from community members in law enforcement driven programming. Also, law enforcement departments may experience difficulty in reinforcing a culture of community policing due to vague policies that lack measurable outcomes related to the initialization of community policing programs.

Additionally, the long negative history between communities of color and law enforcement may contribute to feelings of helplessness and a perceived inability to institute the change needed for the implementation of effective community policing programs. Researchers have also noted a number of other possible barriers including: 1.) funding shortfalls, 2.) poor collaboration between local government agencies, and 3.) the politics of public safety (Office of Community Oriented Policing Services, 2009). However, several studies have indicated that interventions that focus on meaningful dialogue and relationship building between community members and law enforcement have the potential to overcome many of these barriers. The following sections will explore the dynamics of building community/police relationships as well as review community programs that have been developed to improve community/police relationships.

Building community/police relationships

As law enforcement departments seek to improve their effectiveness in addressing and responding to criminal activity it will be important for them to invest time in building their relationship with their greatest asset, the community. However, several studies have noted that rather than viewing the community as an asset, law enforcement departments have typically endorsed a perceptive and centralized approach to policing (Rickman, Stewart, & Dimitrov, 2011). This approach to policing has significantly influenced efforts made to improve the relationship between community members and police. Specifically, the relationship improvement efforts have focused on top-down communications activities that involve three main components: 1.) community members making their complaints known to police officers, 2.) police justifying their actions, 3.) police being tasked with the sole responsibility of solving community issues (Fisher & Ritchie, 2015; Jordan, 2000). However, as noted prior, this approach represents a significant barrier to effective community policing by setting up a dynamic of community disengagement and a belief on the part of police officers in an inability to institute organization. Furthermore, the literature has noted that when law enforcement departments do engage with the communities they serve, they rely on building relationships with select community leaders. This strategy

limits the number of voices heard by officers as well as possible dissenting opinions within the community. To address these challenges, the researchers and program developers have offered up a number of strategies pertinent to developing an effective community/police relationship building program.

Components for effective community/police programming. In his description of principles important for effective policing, Robert Peele noted that police must, "maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police (Rickman, Stewart, & Dimitrov, 2011)." This quote indicates that for a community/police relationship building program to effective, it must encourage community integration because essentially police and the community represent different parts of the same whole. The literature has noted that programs that create conditions for community integration related to community members focus on two key components: community responsibility and community participation/empowerment (Stranberg, 2014; Graziano, Rosenbaum, & Schuck, 2014).

Community responsibility refers to taking a bottom up approach to communication activities where community members are encouraged to work collaboratively with law enforcement to solve problems in their communities. Additionally, community participation/empowerment refers to engaging community members in developing the skill set to police their own communities. This skill set includes: 1.) regulating deviant behavior, 2.) organizing neighborhood organizations, 3.) feeling confident in providing information about criminal activity, 4.) developing policy and procedures related to police actions in their communities, and 5.) implementing collaborative problem solving strategies with police (Abramson, 2003). For law enforcement departments, the literature has noted that program that create conditions for community interrogation focus on four key components: 1.) training officers to "listen" to the community, 2.) developing problems solving skills that solicit community engagement, 3.) creating meaningful relationships, and 4.) viewing community members as assets (Jordan, 2000).

Due to the current top-down nature of community/police relationship building, most efforts focus on law enforcement departments informing community members about the roles, responsibilities and challenges related to policing. Programming that occurs in this manner creates a dynamic where the act of listening is one-sided and geared towards community members. Effective community integration programing trains officers implement dialogue that emphasizes mutual understanding. Additionally, because of the disempowering nature of a top-down programmatic format, community members leave feeling less confident in their ability to impact change in their own neighborhoods. Effective programming involves training police officers to engage in collaborative problem solving efforts.

Furthermore, top-down programming discourages police officers from stepping outside of their roles as officers contributing to community members only seeing them as a "uniform" and not a person. This

experience prohibits the development of a meaningful relationship. Effective programming involves helping officers to discuss certain dynamics of their personal experience that influences their police work (e.g., why did they join the-force). Lastly, top-down programming creates a perspective where community members are seen as liabilities instead of agents for social control in their neighborhoods. Effective programming helps officers learn to leverage community members as assets that they can collaborate with to solve public safety issues. The following section will explore a number of specific programs and program formats that have been developed to build community/police relationships.

Examples of community/police relationship building program. A number of programs have been developed throughout the US to build positive community/police relationships (Pressman, Chapman, & Rosen, 2002; Officer of Community Oriented Policing, 2009). These programs incorporate interventions designed to increase accountability and transparency, give voice to community members, and develop collaborative problem solving strategies between law enforcement and community members. This section explores the following community/police relationship building programs: citizen police academies, the Chicago Internet Project, the Austin Community Immersion Program, and the Police Insight Program. Additionally, this section explores the challenges noted that these interventions have faced in regards to implementation and outcomes. Lastly, this section provides a discussion about the various assessment tools used to evaluate the effectiveness of the programs.

Citizen police academies. Throughout the US law enforcement departments have developed citizen police academies (CPA) to educated community members about the function and role of police. According to the literature, CPA's have the potential to education community members about the authority, policies, practices, and limitations of law enforcement departments. Additionally, law enforcement departments promote CPA's as a tool for education, crime prevention, and community relations management. A recent study was conducted to explore how CPA's were used in various communities (Jordan, 2000).

The study found that 46% of departments use CPA's to educate, 43% as a relationship building tool, and 9% for information utilization (e.g., advisory boards, getting citizen input on police initiatives). The first CPA was formed in 1977 in England with the goal of creating a more democratic model of policing. The first CPA was formed in the US in Orlando, Florida. According to the literature, CPA's are one of the fastest growing methods of community policing strategy. It is estimated that over 29% of law enforcement departments have developed a CPA (Jordan, 2000). Despite the rapid growth of CPA's, there have been significant challenges noted for this form of community/police relationship building programming.

A significant challenge note in the literature related to CPA's are the discrepancies in outcome expectations between law enforcement departments and community members. For example, the literature has reported that CPA coordinators expect that CPA participants to involve themselves in neighborhood watch groups, develop a more sympathetic understanding when dealing with officers, increase their willingness to report crimes, and defend officers from media criticism. However, many community members expect to have the opportunity to voice their concerns about issues in their neighborhoods as well as to engage officers in community problem solving efforts. Additionally, the literature mentioned that CPA's can be discriminatory against persons of color. For example, a study found that African Americans are not giving the same priority in recruitment to participate in CPA's (Jordan, 2000). Instead, the researchers found that elite community members (e.g., organizational, civic, and business leaders) are

most prevalent in regards to CPA recruitment and participation. Lastly, the literature indicated that despite growth of CPA's in the US, the amount and quality of research has been small, narrow, and lacking in critical analysis (Jordan, 2000).

The Chicago Internet Project. In an effort to build community/police relationships, the Chicago Police Department (CPD), created a program to leverage neighborhood meetings as a tool for information sharing and collaborative problem solving. This program was called the Chicago Internet Project. Both officers and community members were trained in a problem solving model called, Chicago Alternative Policing Strategy (CAPS). The CAPS model consisted of five steps: 1.) identify and prioritize problems, 2.) analyze problems, 3.) design strategies, 4.) implement strategies, and 5.) evaluate effectiveness. Graziano, Rosenbaum, and Schuck (2014) conducted a study to examine the effectiveness of the CAPS model.

The author's separated officers into 3 groups: a control group with officers that had participated in the CAPS training, a group with officers that had participated in the CAPS training and were encouraged to elicit feedback during the meetings, and a group of officers who had participated in the CAPS training as well as advanced problem solving techniques. These officers were then assigned to conduct neighborhood meetings to discuss the results from a large scale electronic survey filled out by community members. The goal of the research study was to explore the varying levels of effectiveness of the groups in regards to empowering community members to address issues in their neighborhoods. The authors found that community members responded most favorably to the feedback group. Additionally, the officers in the feedback group reported having the most favorable perception of members in the communities they patrolled. These results suggest that programs that are effective in building positive community/police relationships emphasize the solicitation of community feedback and meaningful interactions to encourage collaborative problem solving (Graziano, Rosenbaum, & Schuck, 2014).

Austin Police Department Community Immersion Program. As part of their training experience for the Austin Police Department, incoming officers are required to participate in a community immersion program. The program requires incoming officers to engage Austin citizens on a personal level, learn their history, and share with their fellow officers what they have learned. The community immersion program is 56 hours long. During the immersion experience, incoming officers conduct field research by interviewing six political and social leaders from their assigned culture and at least 10 interviews with individuals on the street. The officers ask questions such as "what are your expectations of me as a new officer, and "what does our department do well/not do well with regard to the culture you identify with." On the last day of the training, the officers present their findings to community members and the Austin Police Department. The community/police relationship building program conducted by the Austin Police Department is unique compared to other programs because of its demonstrated emphasis on learning about the community. By seeking out community members to hear their stories, the officers provide opportunities for the community to give voice to their experience. This idea of giving voice and listening can empower community members to engage in collaborative problem solving and hold a positive perception of law enforcement officers (Adickes, 2009).

Police Insight Program. The Police Insight Program is a police/youth team building program. The goal of the program is to bring youth of color and police together outside of the justice system to improve the way these groups view one another. The program utilizes a variety of team building exercises to build relationships as well as facilitate stereotype reduction between youth and law enforcement. Both law enforcement officers and youth reported experiencing a different view of each other that highlighted more positive characteristics. A review of the program noted that the keys to the program being successful were the following: 1.) all participants having equal status, 2.) sharing common goals, 3.) cooperation, 4.) support of authority figures, and 5.) programming occurring in a neutral, fun, and engaging environment (Broaddus et al., 2013).

The success and challenges faced by the CPA's Chicago Internet Project, Austin Police Department Community Immersion Program, and the Police Insight Program highlight a number of valuable lessons for the Dayton Mediation Center Program. First, successful programming must provide opportunities for dialogue between community members and law enforcement officers. Second, as noted by the Chicago Internet Project, successful programming may require additional training to prepare participants to manage difficult dialogues. Third, successful programming balances officer role explanation with solicitations for community feedback. Lastly, successful programming can benefit from objective scrutiny to enhance its ability to foster positive community/police relationship development.

The current evaluation will utilize qualitative methods to examine the relationship between City of Dayton community members and Dayton law enforcement. Questions for the evaluation will be designed to elicit information related to the participants experience with and perception of Dayton Police officers as well as recommendations for improving the relationship between the Dayton community and law enforcement.

Method

Qualitative data was collected across six focus groups with the following populations: immigrants, high school students, previously incarcerated Black males, college Black males, and neighborhood association leaders. Participants from these demographic areas were selected due to their limited representation in the City of Dayton Survey. Questions were designed to elicit information related to the participants experience with and perception of Dayton Police officers as well as recommendations for improving the relationship between the Dayton community and law enforcement.

Participants

Focus group participants were citizens of the City of Dayton with demographic variables spanning age, racial background, nationality, education, and involvement with law enforcement. Thirty-two participants participated in the focus groups. Their participation in the focus groups was voluntary and they were chosen based on their ability to add context to the results from the City of Dayton Survey.

Table 1: Focus Group Participants

Focus Group	Number of Participants
Immigrant	5
Highschool (Charter)	5
Highschool (Public)	10
Reentry	2
Neighborhood Association	6
College	4

Data Collection

The focus group questions consisted of five open-end questions designed to explore the participant's perception of the relationship between community members and law enforcement, role of the police, knowledge of the compliant process, interactions with law enforcement, and officer multicultural training. A complete list of questions is provide in Table 2. Each focus group lasted one hour and was audio recorded. The participants were given a listing of the questions prior to beginning of each focus group. The focus groups were conducted by the primary researcher.

Table 2: Focus Group Questions

Focus Group Initial Questions	Focus Group Clarifying Questions
- How would you describe the relationship between the Dayton community and law enforcement to someone who wasn't from here? - What is your understanding of the role of the police? - What is your understanding of the Process for a citizen to make a complaint against the Dayton police department?	- How does this compare to the relationship between the community and police in other cities you have heard of? - Where did this understanding come from for you? - Do you know someone who has filed a complaint? What was the outcome? - How comfortable would you be filing a complaint if you had one? - What are some of the barriers a citizen may face in filing a complaint against the department? - What was the experience like? - Was it typical for what you would expect or different? Why or Why not? - Do you feel this amount of training is enough? - What areas do you think the department needs more training in?

<center>**Analysis**</center>

The focus groups were recorded, transcribed, and evaluated by multiple researchers for common themes. The primary investigator had received training in the collection, analysis, and interpretation of qualitative data. The primary investigator and analysis team met for two hours weekly until the data was completely analyzed. Once the data was analyzed by the researchers the report was presented to the participants for a final review of the accuracy of the interpretations. A neutral perception of Dayton Police officers, challenges in. the compliant process, limited relationship building mechanisms, perception of diversity training, role of law enforcement, and differential experience of law enforcement based on demographic variables are some of the expected themes to result from the focus group.

Neutral perception of Dayton police officers

The first question explored the participants' thoughts on the perception of Dayton Police officers in the Dayton Community. Similar to the responses given on the community survey, participants' perceptions ranged from neutral to ambiguous. ""I would say it's relatively quiet," "I spent about 13 years of my life on the west side. Like you said, they've always been pretty helpful. I mean, as long as you're not doing anything wrong. I don't feel like you have anything to worry about. I feel like your relationship with the police is pretty neutral" "They're pretty neutral as long as you're not doing anything out of their way, you're not looking suspicious, things like that. It's all good. They'll wave at you sometimes." The participants responses were significantly influenced by the conduct and treatment they received in other law enforcement contexts (e.g., suburbs, internationally) as well as in comparison to the perception of police conduct nationwide. For example, compared to the suburban police officers, the participants found the Dayton police officers more understanding, approachable, fair, and engaged in less stereotyping when interacting with community members. "While in like (suburban area) and stuff they see you that you are with the public they gonna look at you suspiciously. They might even follow you. And like your people, I mean like the police officers in Dayton they are a lot more friendly than those who are not from around here," "I don't care about calling the police. I've had to call the police before, and they've always been helpful for me and all that. Then, in other areas in Dayton, let's say, the suburban area." Furthermore, participants from the immigrant participants noted that compared to law enforcement in their countries of origin, they found the Dayton police officers to be professional, respectful, and courteous.

The responses from the immigrant participants also suggested that they greatly benefited from the intentional relationship building programming conducted by the Dayton police officers. According to the participants, this programming took the form of resource provision (e.g., winter clothes drive) and education concerning laws and law enforcement interactions. For example, one of the participants mentioned that "I'll interject one thing that, this is the second year now, where the Dayton Police Department actually has a hat and mitten, glove drive four our students. So, then we hand those out to families at our end of holiday meal in December. So, when they come and they participate in that, so it's another way that they make connections. So, particularly for those that it's their first winter." These programming efforts appeared to enhance the perception that immigrants have of Dayton police officers. "Always, I have when, my direction when the police in my case are only friendly and help when I need

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it." However, as question three will further discuss, the implementation of intentional relationship building programmatic efforts on the part of the police department appeared to be recognized and/or directed to specific demographic variables.

Two additional variables that appeared to significantly influence an ambiguous, neutral, or negative perception of Dayton police officers were age and race. For example, high school and college students in the sample were more likely to hold neutral or negative perceptions of Dayton police officers. For instance a collegiate Black male noted, "Something in the back of my head tells me that I always got that fear that maybe I could end up on the long list of names, and then, in the back of head, I also have a hope that people, police officers, or that police officer that I'm having the interaction with, has that awareness of what is going on and how police officers are being looked at now and how to possibly be." The number of neutral responses from participants who identified as persons of color and were under 24-years-old highlighted a significant relationship building opportunity for Dayton Police officers with a segment of the Dayton community that is unsure of their relationship status with law enforcement. The success of programmatic opportunities with immigrant individuals suggest that a positive relational impact is possible when the programing is intentional, community specific, and combines resource provision and law enforcement education.

In addition to highlighting their thoughts on the relationship between Dayton police officers and community members, the participants also noted potential challenges that are negatively affecting the relationship. For example, one participant indicated, "I would say relationship it could be stronger because not a lot of people into law enforcement and talk about what is happening because they will be labeled as a snitch. And a lot of Caucasian people would do it, but it's like it varies from color to color and race to race it depends on like the location and as for the color of the person as to whether they would be willing to tell the police officers about what's going on. If they'd be sitting there not saying anything about what is going on." This quote suggests that while there may be a willingness to build a relationship with law enforcement (that can lead to more informed policing practices) a significant barrier is the perception of trust. Additionally, an immigrant participant noted, "You hear these stories about these people who got shot earlier, because the officer said, "Stop!" And the teenager never stops. You really don't know. But maybe sometimes it's the first time. Don't understand English." While immigrant participants generally provided favorable responses regarding their perception of Dayton police officers, an area of concern that was noted involved the perceived limited ability of officers to engage with community members for whom English was a second language.

In general, the responses from the participants indicated a mostly neutral perception of Dayton police officers. This perception is greatly affected by the perception of law enforcement in nearby cities and the national narrative concerning policing and police conduct. Demographic variables such as immigrant status, age, race, and gender also affected the perception participants had of Dayton police officers with immigrants providing the most favorable opinion and persons of color under the age of 24-years-old providing the most neutral opinion. Specific relational challenges were noted regarding trust and accommodation of potential language barriers. Lastly, intentional programmatic efforts by the Dayton police department were noted as a positive relationship building mechanism.

Challenges in Compliant Process

The second question asked participants to discuss their understanding of the compliant process and their willingness to make a compliant concerning the conduct of an officer. The responses from the participants indicated that there is a lack of knowledge and limited confidence in the compliant process. "I think that's not really something that's talked to us about. About bow to make a complaint against an officer." Most of the participants were unware of the steps for making a compliant concerning an officer. "It's somewhere downtown because I asked about it. I don't know the building, but you can go downtown somewhere and you can just report the cop. And then you go file ... Something like that. It's like a process." "I think that's not really something that's talked to us about. About how to make a complaint against an officer." Additionally, most of the participants reported limited confidence in either a positive outcome from making a compliant or suggested a significant fear of retribution. "My thing would be the whole "nothing happens" prospect. I just feel like that's ... its other ways you can ... I mean, right now, it's a tough situation, period. But if you really wanted something to happen, it's other ways you could put your time to use to actually make a positive outcome for that, instead of something like that," "That's just a waste of your money and your time, because at the end of the day, nothing's really gonna happy. They're gonna review it, be's gonna be benched for a couple of days, be's gonna be in the office. Or, nothing's gonna happen, period." The inability to access opportunities to provide both positive and negative input into policing in the Dayton community highlights potential trust issues that negatively affect the law enforcement/community relationship. The responses from the participants suggest that there is a significant opportunity to empower Dayton community members through increased educational opportunities as well improved access to police officer feedback mechanisms.

Limited Relationship Building Mechanisms

Noting the potential challenges in the relationship between the Dayton community and Dayton police officers, the third question asked participants to specifically discuss the barriers they saw in regards to building this relationship. Four areas were identified by the participants: (1) poor communication, (2) lack of connection to the community, (3) lack of targeted programmatic efforts to build relationships, and (4) the impact of media on community perception and community/police relationships. Within the focus group sample, the emphasis on poor communication as a barrier to relationship building was specific to the immigrant participants. "So, sometimes problems can happen with police because they're unable to communicate with people if they don't speak English and bad things can happen then." The immigrant participants noted that officers lacking the ability to find an effective mode of communication for members from this population were at a significant disadvantaged in regards to relationship building (and ultimately compliance/cooperation).

Participants that identified with one of Dayton's communities of color provided several responses denoting a lack of community connection as a potential challenge for community/police relationships. For example, participants indicated that a lack of knowledge about the community's the officers were policing contributed to a lack of connection. "Cause he's never been here, in that community. He never stayed in that community, so he doesn't know how to act even if he did training for years on out. In that area because he never stayed there with those people, got to know him, never grew up there, so he doesn't really know the scenery like that." Similarly, another participant noted, "So, even if they don't gonna have the right to stop 'em, they stop 'em anyway, cause the never been there. They don't know much about it.

The training said, "Do this," but they don't even know if that applies because they ain't never met this person. So they got to act differently anyways." This quote highlights the fear individuals from this community have about the potential consequences related to a lack of connection between community/police officers. "These black people or these minorities." Like they're, they already expect something from you, so they gonna be acting crazy, and you acting crazy, and we already except him to act crazy. So it's like this two different mind sets that are acting equally at the same exact thing, but we don't take the time to understand each other, you know, to put an end to it. Or to push hard enough to put an end to it. So, it's just a lot of confusing miscommunication." Mostly notably this fear concerns the possible experience of stereotyping because the officer is unfamiliar or does not understand the culture of the individual. Additionally, these individuals feel disempowered to communicate this fear to police officers as part of the relationship building process, "... One of the reasons why people are doing a lot of protesting and all that right now, is because they don't feel like they have a voice to say something to the officers when something bad happens."

Participants that identified as high school or college students provided several responses denoting a perception of limited relationship building programming targeting this population. Specifically, these participants noted a lack of awareness of programming, indicated significant discomfort in participating, and believed that participating would not have a positive long term impact. Participants in this subgroup were able to identify community/police relationship building efforts that targeted younger individuals, but not for individuals in their age range.

These participants were able to discuss the negative impact that limited intentional programming can have across the youth age range. "So, we have to build that understanding right there, especially in the kids, because kids are easily influenced, and the kid might -be cool, but then his dad might be in and out of jail, so he's out saying, " I bate the police," then the kids will all go, "My dad don't like police, so I don't like the police," or a mom doing the same thing, so that's what happens. You need to have somebody that's that's not that, so, when they grow up, they don't have this negative stigma towards the police officers all the time, and then you help erase that." This phenomenon is important to note as high school and college students in the sample were most likely to report a neutral or negative perception of police officers. With no programming in place that addresses this issue, the potential for a challenging relationship between individuals under the age of 24 is likely.

However, other focus participants were able to identify past community/police relationship building programming that had been conducted in the city. "I liked the Phoenix Program, because what they did was, they had officers, who actually lived in our community, or even if they didn't live in the community, they stayed in that one community, and they got to know people. And they did it, like the same thing. That way they get to know the people." Additionally, participants were able to identify potential programmatic ideas that could be used to build a positive community/police relationship. "it's a lot of people within the black community, they don't like to talk to the police, so if you have a neighborhood facilitator, which I think is a good idea, a lot of people might think of that as a snitch for a police department......I think there should be an actual team, like a squad that controls a certain area. Yeah. So, probably like a team of, let's say, four black cops with two white cops sprinkled in, so they have these contacts and build a pretty decent and positive relationship within a community." This quote suggests that a tangible way to build a positive community/police relationship is through the intentional placement of officers that are from and/or familiar with the community that can teach new officers about the

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community culture. Participants also noted the importance of building a relationship outside of the uniform, "I saw a documentary and one of the police officers is a baseball coach or something like a little league coach, and all the kids end up playing for the team. Most of them all end up doing law enforcement or firefighting or something like that."

The last discussion point brought up by the participants concerned the influence of media on the relationship building process between community members and police officers. "But the big outlets of media, you don't see the good things, which shapes people's mind a lot because all you see is the bad things, which are like protests, they get turned into riot, but they weren't riots made by the people, they were riots made by the police officers who broke up the peaceful protests, and turned it into something that it wasn't. You see stuff like that on the news. When it comes to the big outlets in the media, you don't see anything good and that just changes people's minds of what a police officer is." This narrative highlights the potential complications that media influence can bring in regards to building a positive community/police relationship. The media can simultaneously empower voiceless groups of people and highlight unfair treatment while neglecting to note glimmers of relational progress.

Perception of Diversity Training

The fourth question explored the participant's perception of Dayton police officer diversity training. Three common themes noted by the participants was that (1) the diversity training received by the officers was not enough, (2) the diversity training received by the officers was being underutilized in actual policing, and (3) the officers were not receiving the right type of diversity training. The participant's responses suggested that they perceived Dayton police officers as not having enough training working with individuals who were culturally different. For example, the participant's responses highlighted challenges related to language diversity, "Yes, they need a round of training to help us. For example that the police need to speak other language." Additionally, the participant's responses highlighted challenges related to racial and ethnic diversity, "I think they only get a little, because when it ... you can't go at those officers. A black person know how to handle another black person. In my humble opinion. I don't know. A lot of officers, coming up to a black person, they automatically think, "Oh, he's black. He's going to do something to me. So I got to have my hand over my gun and be ready to shoot." These narratives suggest that the participants shared concern across diversity variables that Dayton police officers are not receiving enough training and that this lack of training is negative affecting community/police interactions.

Another common theme noted by the participants was related to a concern that the diversity training received by the officers was been underutilized. For example, one participant mentioned, "But specifically here, I feel like they have a lot, and a lot of training, in that aspect. I just don't think it translates to their performance sometimes." Here the narrative suggest that while the officers may be receiving adequate diversity training there may be challenges related to applicability to real time police work or officer buy-in that is preventing full usage of the skills developed. An additional narrative discussed by the participants noted that while the officers may be getting enough diversity training, it wasn't address the appropriate skills that needed to be developed by the officers. "I feel like maybe they do have a lot of training, but at the same time, I feel like it's not, I feel like it's not ... I feel like they haven't got, maybe they do get enough? But in, from what I see, it just doesn't seem like they know how to handle certain people." The participant's responses suggested that certain types of diversity training should be added to enhance the officer's skill set including: (1) intercultural communication, (2) bias and

stereotype awareness, and (3) de-escalation techniques when working with individuals from marginalized populations.

Role of Law Enforcement

The fifth question explored the participants' perception of the role law enforcement in the community. Two common themes consistent across the participants narratives were feelings of being neglected and over policed vs protect and serve and significant discrepancy in the understanding of the function vs the process of policing. For example, several participants highlighted the expectation that interactions with law enforcement would be influenced by the desire for community protection and personal safety for individuals (regardless of if an alleged crime had been committed). "I think police officers ensure safety in the community. Create law enforcement safety so you know people don't get hurt or anything gets out of line to keep the community safe," I feel like a police officer is supposed to protect and serve the community. I feel like a lot of times, not in Dayton but in other cities, it's always like pnlice brutality and stuff and I feel like those officers are not doing their job." These narratives highlight the belief among the participants that the role of law enforcement is to create a safe community with a guiding value being public service.

However, while the expectation of protect and serve was the commonly held belief, many participants noted that the idea of being over policed and/or neglected better fit their interactions with law enforcement "It really depends. Like they'll approach you with a calm attitude while other people are like they come with aggression. Like they're like angry it could be a lowest offense for the lowest mistake and they just come at you like you did something really bad," "But I feel like they did the crime and they did have to get arrested the officer did not have the right to disrespect them and call them lots of names and mainly just to hurt their feelings." These narrative suggest that participants perceived the experience of being over policed and/or neglected as stemming from a rush to judgement on the part of the police officer. Additionally, the narratives denote the experience of provocation on the part of the officer when interacting with community members. While the participants noted that this experience was not universal to all Dayton Police officers, their narratives indicated the provocation or judgement was most likely to happen when the officer felt disrespected in regards to compliance. "They expect us to conform and assimilate to what they do on regular, but we don't do that. Some people do, but at the same time they still... even if we do do that, they might be say, "Oh, that's not enough. You need to submit completely." Some people don't do that. That's where you have a lot of situations or incidents happening."

In addition to the perception of being neglected and over policed, participants also indicated significant discrepancy between the function and process of policing. While most participants agreed with the functional role of a police officer (e.g., provide safety and protect citizens) their narratives indicated some ambiguity about how they perceived the process of policing. Specifically, the responses from the participants suggested concerns about the trustworthiness of officers and their ability to be unbiased when engaged with culturally different individuals. The discrepancy in the perception of police function vs process highlights a significant challenge in regards to building a positive relationship between community members and law enforcement. Until the perception between police function and the process

of policing is reconciled for community members there may continue to be the presence of ambiguous beliefs about law enforcement.

Differential Experience of Policing Based On Demographic Variables

The sixth question explored the participants' perception of a potential differing experience of treatment by law enforcement. Several participants noted having a fear of possible encounters of law enforcement based on the experiences of their peers who resembled them in regards to race, immigration status, age, or gender. "Before I came here, I a little bit worried about police." "I'm afraid actually." "But that's only half the battle, because I know that's not the whole case. Because some people aren't doing anything, and they get profiled and they get harassed." "So, a lot of those wrong place, wrong time situations happen. You know, ou wasn't supposed to be over there, type deals. Because that's where the black man gets profiled the most." Additionally, the participants reported a differing experience of law enforcement based on location within the city and beyond. "On the east side, they look for like people drug dealing. For like as far as like the west side they look for people who is house robber basically."

The participants indicated that their perception of a differing experience of law enforcement was influenced not only by their lived experience and that of their peers in the city of Dayton, but also by the media. "A lot of times in the media, I see..... Basically, any time I see something that has to do with the police officers, it's always about hate or situation of police brutality. Any time that I remember seeing something that's with police officers, it has to do with an unjust situation involving a black person." "If it was a black cop shooting a white dude and it was unjust, he would get locked up. Things also like that are injustice. It's not, like, no justice being served toward a white cop shooting an unarmed black man, an unarmed black child, or female."

Here the participants' narratives suggest that they have had a lived experience as well as witnessed via their peers of differential treatment by law enforcement. This perception of differential treatment has contributed to the development of fear and mistrust of law enforcement. The perception of differential treatment highlights a significant challenge in regards to building a positive relationship between community members and law enforcement. Until there is a replacement of fear with respect law enforcement may continue to struggle with compliance and cooperation. These issues will be further compounded by the perception of the inequities community members may experience when interacting with law enforcement.

Conclusions

The results from the evaluation suggests Dayton community members have a mostly neutral perception of Dayton police officers. This perception is greatly affected by the perception of law enforcement in nearby cities and the national narrative concerning policing and police conduct. Demographic variables such as immigrant status, age, race, and gender also affected the perception participants had of Dayton police officers with immigrants providing the most favorable opinion and persons of color under the age of 24-years-old providing the most neutral opinion. Specific relational challenges were noted regarding trust and accommodation of potential language barriers. Lastly, intentional programmatic efforts by the Dayton police department were noted as a positive relationship building mechanism.

Additionally, the responses from the participants indicated that there is a lack of knowledge and limited confidence in the compliant process. The inability to access opportunities to provide both positive and negative input into policing in the Dayton community highlights potential trust issues that negatively affect the law enforcement/community relationship. The responses from the participants suggest that there is a significant opportunity to empower Dayton community members through increased educational opportunities as well improved access to police officer feedback mechanisms. Furthermore, Dayton community members highlighted four barriers to building the relationship between law enforcement: (1) poor communication, (2) lack of connection to the community, (3) lack of targeted programmatic efforts to build relationships, and (4) the impact of media on community perception and community/police relationships.

The evaluation also examined the perception of diversity training and law enforcement and found three common themes. Specifically, the participants' responses suggested the following (I) the diversity training received by the officers was not enough, (2) the diversity training received by the officers was being underutilized in actual policing, and (3) the officers were not receiving the right type of diversity training. The participant's responses suggested that they perceived Dayton police officers as not having enough training working with individuals who were culturally different.

Furthermore, in addition to the perception of being neglected and over policed, participants also indicated significant discrepancy between the function and process of policing. While most participants agreed with the functional role of a police officer (e.g., provide safety and protect citizens) their narratives indicated some ambiguity about how they perceived the process of policing. Specifically, the responses from the participants suggested concerns about the trustworthiness of officers and their ability to be unbiased when engaged with culturally different individuals. The discrepancy in the perception of police function vs process highlights a significant challenge in regard to building a positive relationship between community members and law enforcement. Until the perception between police function and the process of policing is reconciled for community members there may continue to be the presence of ambiguous beliefs about law enforcement.

Lastly, the participants' narratives suggest that they have had a lived experience as well as witnessed via their peers of differential treatment by law enforcement. This perception of differential treatment has contributed to the development of fear and mistrust of law enforcement. The perception of differential treatment highlights a significant challenge in regards to building a positive relationship between community members and law enforcement. Until there is a replacement of fear with respect law enforcement may continue to struggle with compliance and cooperation. These issues will be further compounded by the perception of the inequities community members may experience when interacting with law enforcement.

Recommendations

1.) Increase formal opportunities for soliciting feedback from marginalized communities that are overrepresented in police action but underrepresented on the police force. These formal survey efforts should combine both qualitative and quantitative methods to increase the depth and variety of voice heard

2.) Increase programing efforts that target individuals in the 14-24 year old demographic. As a part of the programing effort law enforcement officers must intentionally address issues related to the awareness of the programming, comfort in participation, and perception of long term impact

3.) Provide comprehensive educational opportunities for community members concerning how to navigate the compliant/commendation process

4.) Enhance the educational experience of the citizens' police academy and ride alongs for both law enforcement officers and community members

•   Develop measurable goals and objectives for ride along experience

•   Incorporate reverse rode along experience

•   Incorporate a pre/post assessment that measures citizen attitudes and knowledge concerning law enforcement policy and process

5.) Develop an intentional relationship building marketing effort to include more individuals within the 14-24 year old age demographic as well as other underrepresented groups

6.) Enhance law enforcement multicultural training to include the following components:

•   Intercultural communication

•   Implicit bias

•   De-escalation training with marginalized groups

7.) Develop a collaborative network across Miami Valley Community Police Councils

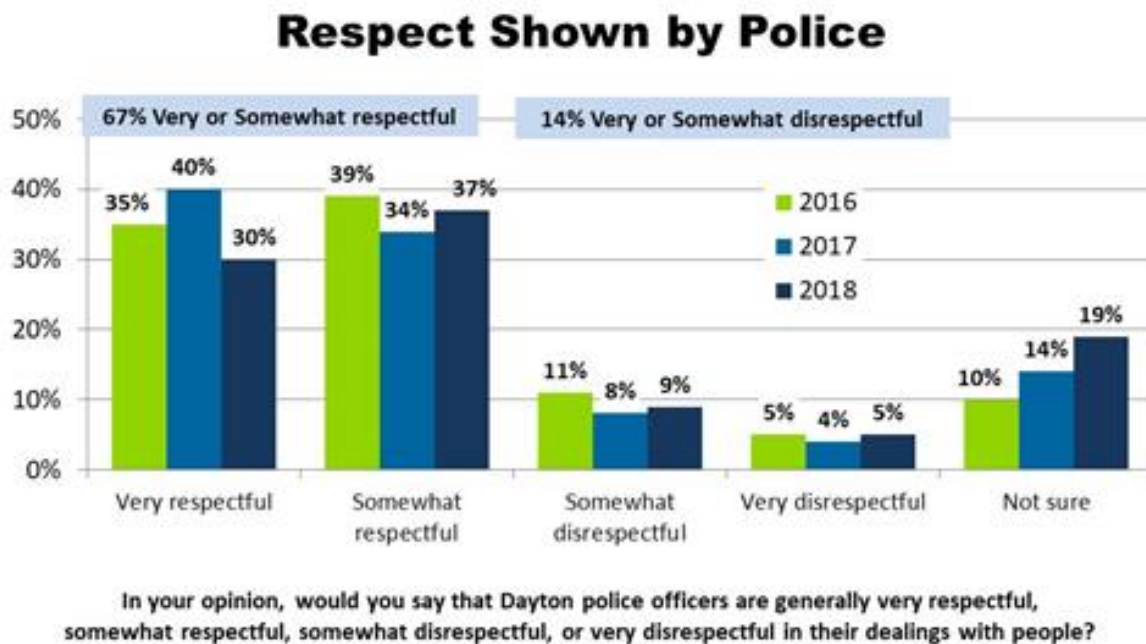8.) Incorporate weekly 5-10 minute mini trainings on a diversity topic into shift briefings

Dayton Community Survey Results as they relate to Dayton Police Officers

Respect Shown by the Police

Dayton Police are generally viewed as respectful by the public. Two-thirds (67%) of residents said Dayton police officers are respectful, with 30% calling them "very respectful" and 37% "somewhat respectful." Only 14% said they view the police as disrespectful.

But the percentage who find the police to be respectful has dropped from 74% each of the last two years to 67% today. And the number who said police are "very respectful" has dropped by10 points, from 40% to 30%.

Over the three years, there has been a corresponding increase in the number of residents who said they are not sure how to answer this question, rising from 10% two years ago to 19% in 2018

Respect Shown by Police

67% Very or Somewhat respectful   14% Very or Somewhat disrespectful

	Very respectful	Somewhat respectful	Somewhat disrespectful	Very disrespectful	Not sure
2016	35%	39%	11%	5%	10%
2017	40%	34%	8%	4%	14%
2018	30%	37%	9%	5%	19%

In your opinion, would you say that Dayton police officers are generally very respectful, somewhat respectful, somewhat disrespectful, or very disrespectful in their dealings with people?

46

44

Consistent Enforcement of Laws

The survey probed residents' level of agreement with this proposition: "Dayton police officers enforce laws consistently regardless of someone's race or ethnicity." Overall, 22% of residents citywide agreed with this statement, and another 15% strongly agreed, for a total of 37% in agreement.

On the other side of the scale, 13% disagreed and 6% strongly disagreed with this statement, for a total of 19%. As with a number of other issues on the survey, there is a large and growing "not sure," now including one-quarter of the City's population who felt they could not comment on this issue.

Overall agreement with this statement has dropped from 39% in 2016 to 37% today. Disagreement, though, has also fallen, from 25% in 2016 to 19% in this most recent survey.

Do you agree or disagree with this statement?
Dayton police officers enforce laws consistently regardless of someone's race or ethnicity.
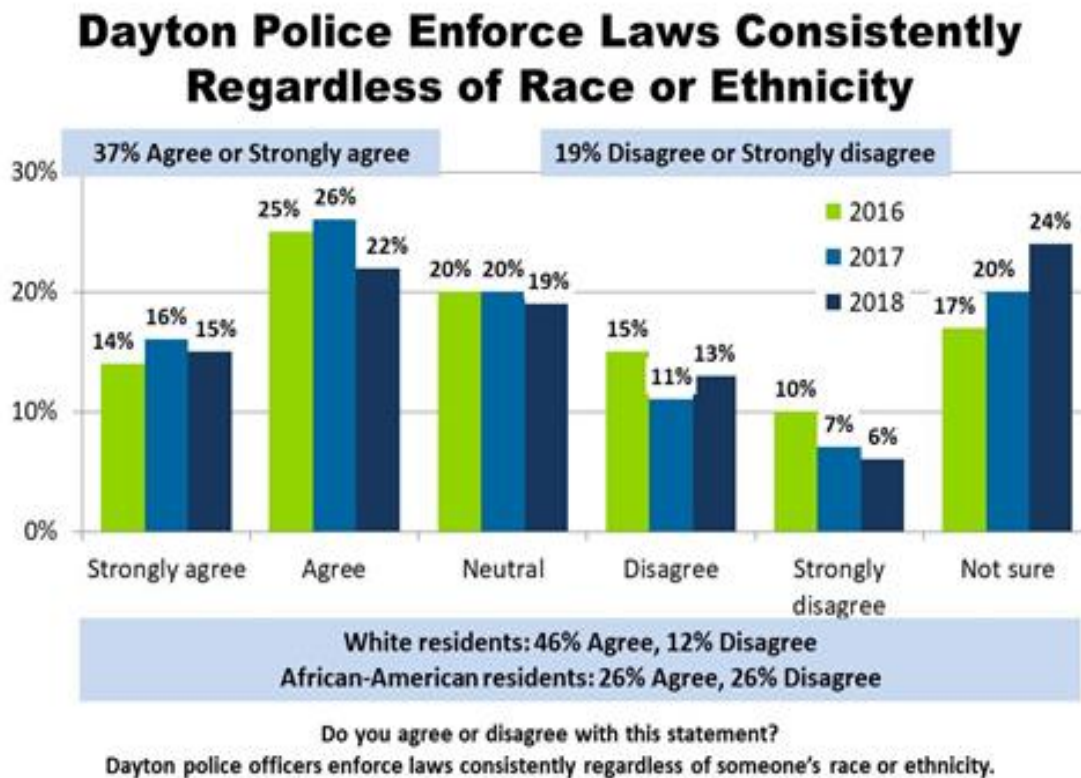
Respect for Dayton Police

Through all of these shifting sentiments, and in the context of many national news stories recently about policing, respect for police in Dayton has remained firm. Sixty-two percent of residents have "a great deal" of respect for local police, and 32% have "some" respect, identical numbers to the prior year.

Five percent said they have "hardly any" respect for police in Dayton, compared to a similar 6% last year.


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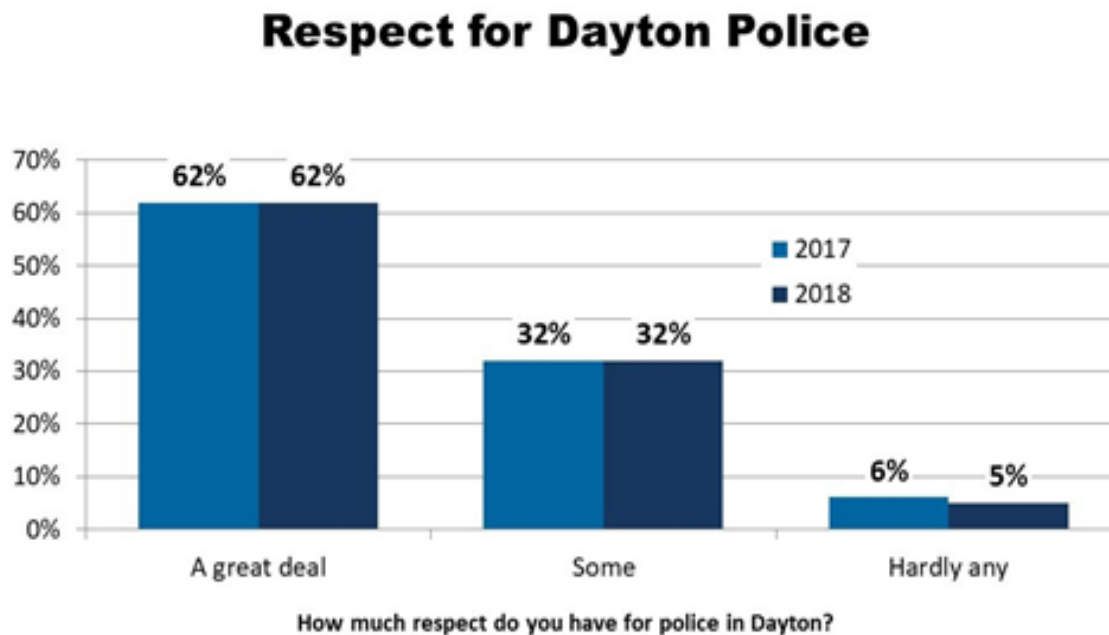
Police Visibility and Presence in Neighborhoods

Eighteen percent said police are often visible in their neighborhoods and attend community events, and 35% said they sometimes do.

One-quarter of residents said that police are rarely (16%) or never (8%) visible in their neighborhood. Twenty-two percent said they were not sure how to answer.

Overall, these numbers are very similar to 2017, generally lying within two percentage points higher or lower.

Police Visibility at Community Events
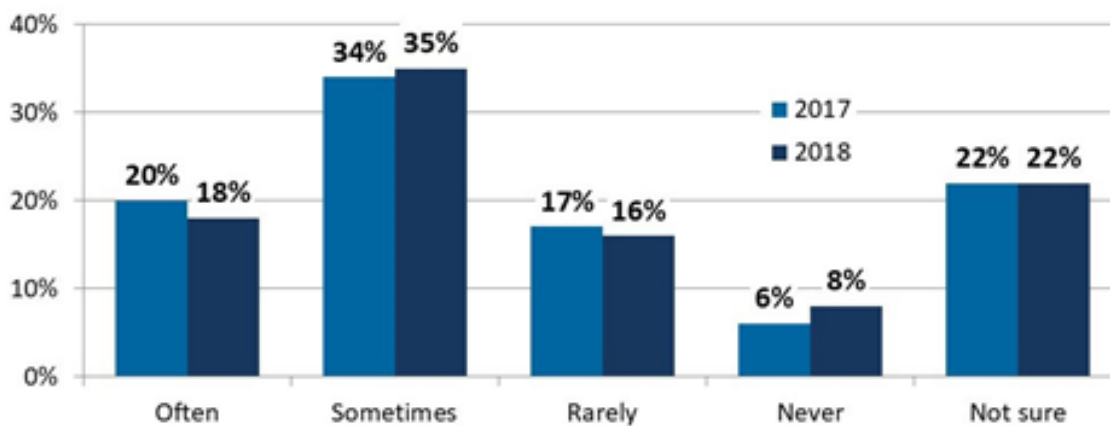
Would you say that Dayton police are visible in your neighborhood and attend community events often, sometimes, rarely, or never?

Survey participants were asked to react to the statement, "The police presence in my neighborhood is appropriate for the need." Overall, 50% agreed with this statement, with 14% strongly agreeing and 36% simply agreeing. This agreement is only one percentage point lower than the 51% measured in 2017.

Twenty-two percent disagreed overall, with 8% strongly disagreeing and 14% simply disagreeing. Overall disagreement is one percentage point higher than the 21% measured last year.

All across the City, more residents agree than disagree that the police presence is appropriate to the need. But disagreement is strongest in these areas of the City: Northwest (29%), Southwest (26%), FROC (26%), and Innerwest (25%).

## Police Presence in Own Neighborhood is Appropriate for the Need
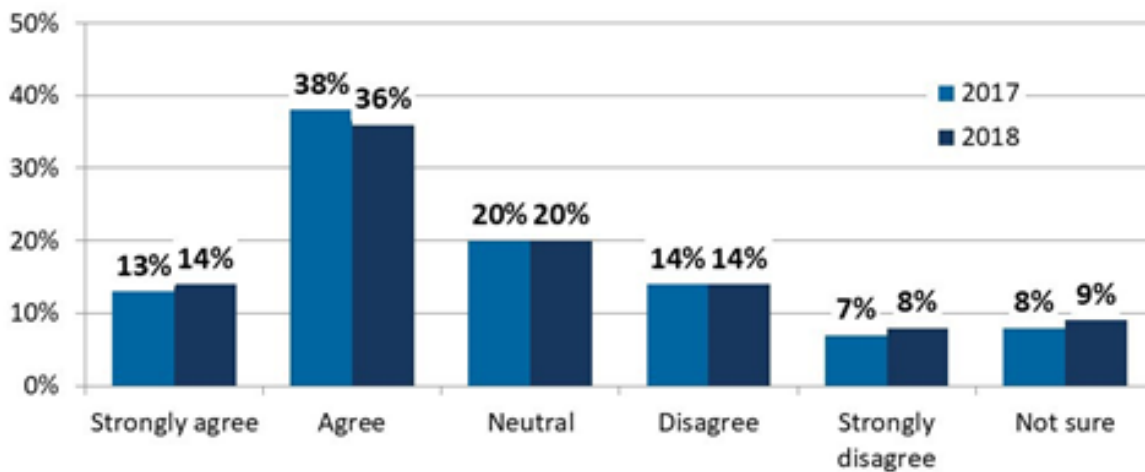
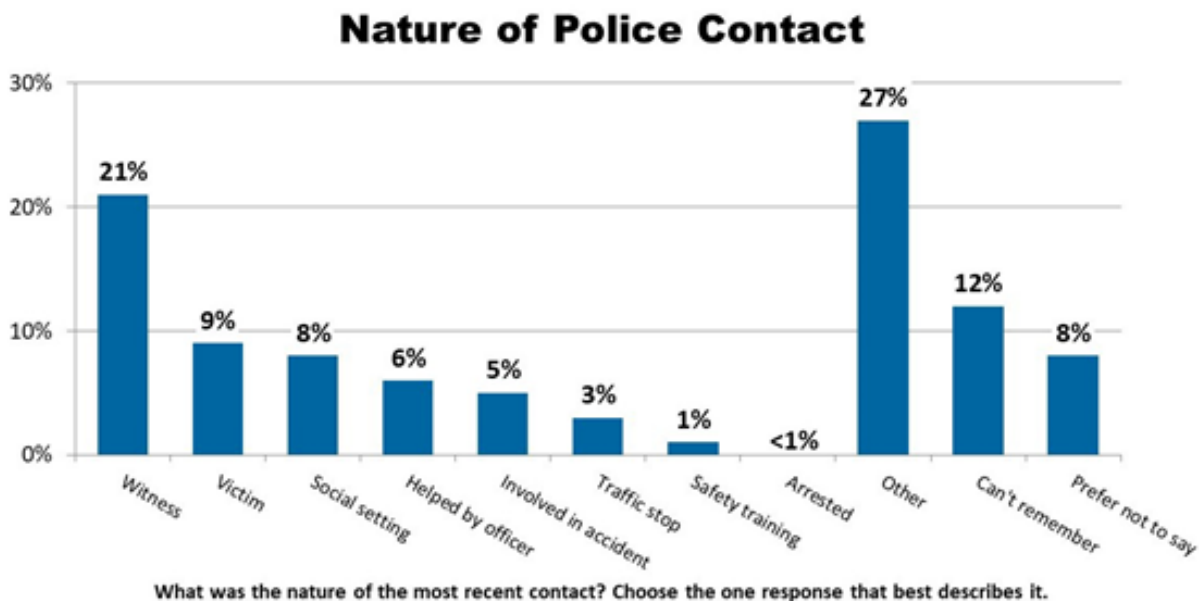|	Downtown	FROC	Innerwest	Northeast	Northwest	Southeast	Southwest
Total agree	59%	47%	51%	48%	39%	57%	38%
Total disagree	10%	26%	25%	18%	29%	18%	26%

Do you agree or disagree with this statement?
The police presence in my neighborhood is appropriate for the need.

50

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Thirty-nine percent of residents said they or someone else in their household has had contact with a Dayton police officer in the last 12 months. About half the population (52%) said no in their household has had police contact, while 9% said they did not know, or would prefer not to say.

Police Contact

Have you or anyone in your household had contact with any Dayton police officer for any reason in the last 12 months?
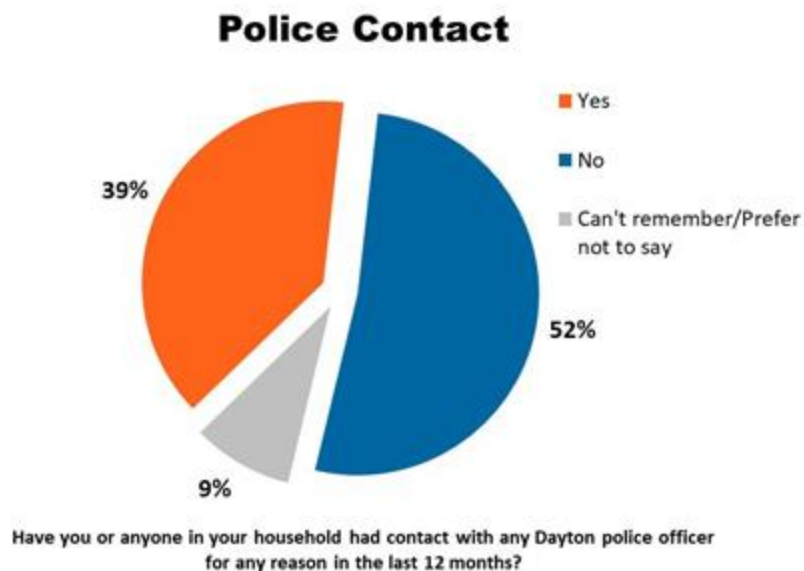
That police contact was most likely to be a witness (21%) or victim (9%). Eight percent say an officer in a social setting, 6% said they were helped by a police officer, and 5% were involved in an accident.

Nature of Police Contact

What was the nature of the most recent contact? Choose the one response that best describes it.

Conclusion

The data suggest that Dayton Police Officers perform well and there are no signs of overwhelming bias within the department. Overall, Dayton residents are reasonably satisfied with the services of those who are sworn to protect them. Citizen complaint and internal investigation data regarding the Use of Force illustrate nominal discrepancy regarding race and virtually no wrongdoing. However, the data also suggest that residents are not very familiar with the complaint process. Notwithstanding, no data collected for the purposes of this report suggest that people have many specific complaints to file. An apparent conclusion that can be drawn from the data is that people who are traditional underserved or impoverished are likely to perceive law enforcement more negatively than those who are more privileged. Thus, suggesting that one's perception of law enforcement is largely depended upon one's circumstance and matters as much as the services actually rendered. Illustrating that if people's conditions were to improve, so would their perception of the police.

In any case, for the city of Dayton to move forward and transform an ambiguous relationship between community and police into a positive one, we must take heed to suggestions written in the report. We have to create a culture of collaboration and stray away from accusations and blame. We must assume mutual responsibility for the issues at hand and work together to address them. We must respect the perceptions and lived experiences of residents and consider their point of view. We cannot ignore the factors that contribute to perceptions of law enforcement, including the media, neighborhood conditions, and experiences with law enforcement in other jurisdictions. We have to face those issues and do what is necessary to get ahead of them. This report will guide to the Community Police Council and the Dayton Human Relations Council moving forward in achieving its mission of safe and inclusive neighborhoods for all.

For more information regarding the contents of this report please contact Jared Grandy at jared.grandy@daytonohio.gov or at (937) 333-1437. To submit feedback go to www.daytoncpr.org